



Indian Famine Commission, 1901.

APPENDIX, VOL I.

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# EVIDENCE OF WITNESSES.

BOMBAY PRESIDENCY.



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## QUESTIONS DRAWN UP BY THE COMMISSION

### INTRODUCTORY.

1. What was the outlook in your district when the rains of 1899 commenced? What had been the character of the harvests in the two preceding years?

2. Were the *khariif* sowings up to normal? If not, what percentage of the normal cultivated area was sown? Please state briefly how the normal cultivated area was arrived at.

3. (a) What is the average rainfall of your district during the rainy season? (b) What was the actual rainfall in the rainy season of 1899 and what percentage of the average did it represent? (c) When did the rains cease? and (d) What was the distribution of the rainfall from June to September (both inclusive) compared with the average?

4. What percentage of a normal harvest on a normal cultivated area did the actual *khariif* harvest of 1899 represent?

5. What percentage of the total population of your district depends exclusively on agriculture—

(a) as petty cultivators?

(b) as labourers?

### PRELIMINARY ACTION

6. Was the necessity of relief assumed from the fact of crop failure or was proof of necessity required by compliance with tests?

7. What were the observed facts which led you to think that the machinery of relief should be set in motion?

8. What particular relief measures did you first undertake? and what tests were applied to gauge the extent of the distress?

9. How were you prepared to meet famine?—(a) Were lists of relief works ready, had the works on that list been actually located, and had surveys and estimates of cost been made out beforehand? (b) Did the relief programme include scales of establishment necessary to meet any emergency? and were lists of candidates qualified for famine service kept up?

10. Did the relief programme contemplate large public works or small village works as the backbone of the relief system? If the former, was a programme of village works ready in reserve from the beginning?

11. In the sequence of relief measures, what place was taken by the following —

(p) Test works,

(b) Poor-houses,

(c) Kitchens { (i) on works,  
(ii) elsewhere,

(d) organisation of private charity, especially in towns

(e) opening the Government forests.

12. What system of local inspection and control was instituted and at what period—

(a) to arrange for village relief,

(b) to stimulate the local employment of labour,

(c) to organise local charity,

(d) to observe the general condition of the people?

13. Were loans issued at the outset? If so, to what extent, under what Act, under what conditions, to what classes and for what objects? Were they recoverable in whole or in part?

14. Can irrigation wells be made in your district or any portion of it? What was the average depth below the surface of water on the cessation of the rains in 1899? Was the digging of wells encouraged by loans, and if so, were they successful—

(a) in securing the crop on the ground,

(b) as a permanent improvement,

(c) as a temporary measure to employ labour?

15. If labour was the first criterion of the need for relief, what works were first undertaken? Were they ordinary works under district or local boards? and under whose supervision were they conducted?

16. What tasks were exacted on test works, and was the same task taken from every one irrespective of sex and previous occupation?

17. Was payment in strict proportion to results? Was there a maximum wage, a minimum wage, a rest-day allowance or an allowance to dependants?

18. What circumstances induced the conversion of test works into regular relief works?

### LARGE PUBLIC WORKS

19. When it had been decided to open regular relief works, what works were first opened? large public works or small village works?

20. Under whose control were these works? Had the scale of supervising establishment been prescribed in advance, and was that establishment ready? Was there any delay in opening the works? were tools and plant available?

21. Were the works divided into charges, and, if so, for what maximum number of workers did the charge provide? Was that maximum ever exceeded? and if so, what steps were taken to relieve the pressure?

22. Had each charge its own establishment? If so, please give that establishment in detail. What, if any, arrangements had been prescribed beforehand for hutting or sheltering the people, for conservancy or sanitation, for water-supply, for food supply, and for medical conveniences and supervision?

23. Was admission to the works free to all persons ready to submit to the labour test, or was any system of selection (*e.g.* by tickets) tried at the commencement? Was a distance test of any kind insisted on and was residence on the works compulsory?

24. On the facts that came to your notice, what is your opinion as to the area or population which a large public work, capable of entertaining two charges of 5,000 persons each, may be expected to serve? What distances from their homes did applicants for relief go?

25. Were officers of the Department of Public Works subordinate to the Civil authorities in all matters? If not, please specify the matters in which they were independent.

26. Was there a Civil officer for each charge, from what class was he taken, what salary did he receive, and what was his position with reference to the local representatives of the Public Works Department?

Had the Civil officer in charge full authority to assure himself that measurements were correctly and punctually made, and that the orders of Government were being followed in all the matters mentioned at the end of paragraph 426 of the report of the Famine Commission of 1898?

27. If local conditions were met with, which affected the application of the prescribed tasks, did it rest with the Civil officer in charge to decide which of the prescribed tasks was applicable? (*e.g.* in varying strata of hard and soft earth).

28. How were the gangs of labourers constituted, and what was the size of the gangs? Were arrangements made to secure village or family gangs, so far as possible, and with what success?

29. What classification of labourers, and what wage scale was adopted, and how does it compare with the classification and wage scale of paragraph 415 of the report of the Famine Commission of 1898? How far did experience justify a picture from the latter—

(a) from the administrative point of view?

(b) from the point of view of economy?

30. Did your experience lead you to consider that any, and if so what, distinction should be drawn in the classification and wages of men and women?

Did the absence of such distinction lead to any difficulty?

Please consider this question also in its financial aspect.

31. Was the Code task system introduced from the outset, or was some system of payment by results first adopted? Were the two systems carried on simultaneously or not—

(a) in the same district or sub-division of a district?

(b) on the same work?

32. Did your experience lead you to agree with the Famine Commission of 1898 that a system of payment by results was unsuited to conditions of acute distress or actual famine? or do you consider that, if started in time, relief can be adequately afforded in cases of severe famine by works conducted throughout on a system of payment by results?

33. What task was exacted at the outset, was it graduated to the class of workers or was the full task demanded from all, was any allowance made for the distance the workers had come? Were subsequent changes of the task in the direction of greater leniency or greater severity, what were the circumstances which led up to the changes, and with reference to what classes of persons were they introduced?

34. Did your experience lead you to believe that the scale of wages adopted was adequate, inadequate, or unduly liberal? What in your experience was its effect upon the condition of the workers? Was there any evidence that the workers saved upon their earnings? Did copper coin return freely to the bannas on the works? Please give reasons for your opinion.

35 Was a rest day wage given, or could the workers earn more than the full wage in order to support themselves on the rest day? Which method does your experience lead you to prefer?

36 Does your experience lead you to consider that the minimum wage is too high, and that fining for short work should be continued down to the penal wage or to something between the penal and minimum wage?

37 Was the minimum wage allowed at the outset, if not, was there a penal wage, and was there a tendency to fine down to it? Did the penal wage anywhere become the wage generally earned? If it did, to what do you attribute the fact, and what were its effects?

38 How often was payment made, daily or weekly or at what other interval? If weekly, did your experience lead you to think more frequent payment desirable and practicable?

39 When people first came on a relief work were they paid daily or at longer intervals? Did you find that payment otherwise than daily threw the workers seriously into the debt of the Bura?

40 To whom was payment made? to the individual or to the head of the gang? Which method did your experience lead you to prefer?

41 Can you give, for two or three typical relief works, figures showing, at the time of greatest pressure, the number of relief workers earning—

- (a) the full wage,
- (b) the penal wage,
- (c) a wage between the full and penal wage

Did people remain long on the works on the penal wage?

42 If a system of payment by results was in force, was it one of the systems described in paragraphs 208 to 212 of the report of the Famine Commission of 1898, or in what respects did it differ from them?

43 What was the maximum wage, and what arrangements were made for the relief of children, or for the relief of weakly persons capable of some work? Did the arrangements for the latter take the form of task work with a minimum wage, or piece work at favourable rates, and which in your experience is preferable?

44 Were Contractors employed at any stage of the famine?

45 Under the payment by results system were muster rolls kept up, or what arrangement was there by which on emergency the code task system could be promptly introduced?

46 Under whose orders was the piece scale for the calculation of the wages fixed? On what basis was it based? Were small variations in pieces neglected?

47 Please trace distinctly the various steps adopted in opening a relief work, admitting and classifying labourers, providing for dependants, providing tools and plant, marking out work and measuring it up, paying wages, imposing fines, conserving the water supply, and arranging for hospital requirements.

48 Under whose orders were tasks and wages stiffened or relaxed, (i.e., the Collector, the Commissioner, the Famine Commissioner or the Local Government?) Had the Collector or the Commissioner power to issue orders independently or did he have to refer to higher authority. If he acted in anticipation of sanction was he often over-ruled?

51 Were arrangements made at any time to draft people from large public to small village works, what was the occasion calling for transfer, and with what success was the transfer achieved?

#### SMALL VILLAGE WORKS

52 What part did the small village works play in the scheme of relief?

53 What classes of works did they include?

54 Were they conducted

- (a) under the supervision of the Public Works Department,
- (b) under the supervision of the Civil Agency,

(i) by direct management,

(ii) through landholders or by means of other non-official agency?

55 If conducted under (b) (ii) of the last question, what arrangements were made

- (a) for laying down the work,
- (b) for measuring it up,
- (c) for paying wages?

How far were the landholders and others responsible administratively and financially, and under whose supervision was the work done?

56 Was any attempt made to work the Code task system? What scale of wages was adopted? Was employment given to every one who wanted it, or only to special classes?

57 Was any system of selection of applicants for relief tried? If so, was it successful or not?

58. If large public and small village works existed close to one another, did either draw labourers from the other?

59 Did your experience lead you to form any definite opinions as to the desirability or otherwise of extending small village relief works? If so, please state them

#### SPECIAL RELIEF.

60 Are there many aboriginal tribes in your district? Were special tests applied to them? Were they forward to take relief or had relief to be taken near their homes? How far were the measures taken successful?

61 Were forest and fodder works opened? How were these controlled and what classes did they serve?

62 Were able-bodied persons engaged at any time on works of private utility at public expense (e.g., weeding fields, etc.)? and, if so, to what extent, at what stage, for how long and under what control?

63 Were special measures taken to relieve artisans (weavers and others) in their own crafts?

64 Did they show a reluctance to go on ordinary relief works, or were they physically unfit for ordinary labour?

65 If special relief measures for artisans were taken, were they successful from the point of view of (a), relief (b) economy, and does your experience lead you to consider that more might have been done in this respect, under direct official control or with official assistance?

66 What measures were taken to prevent mortality of cattle and with what success?

67 Were any operations undertaken for the supply of compressed grass to tracts suffering from scarcity of fodder?

#### GRATUITOUS RELIEF.

68 How were dependants relieved—

(a) on large public works,

(b) on small village works,

in cash or uncooked grain or with cooked food?

69 Statistics have been called for, but which of the recognized forms of gratuitous relief was most employed in your district, and on what grounds was it chosen?

70 Did the distribution of village relief in your district go beyond the classes mentioned in paragraph 141 of the report of the Famine Commission of 1880? If so, were the recipients of gratuitous relief selected by persons with local knowledge or were they admitted to relief because they complied with some test such as eating cooked food? Please enumerate the tests, if any, by which admission to gratuitous relief was restricted.

71 How many poor houses were open in your district, and when were they opened. What classes of people most frequented them, and were the numbers ever large?

72 Were poor houses used as depôts for vagrants and immigrants, and were persons who refused to work on relief works sent to poor houses as a punishment?

73 Were measures taken periodically to weed out the poor houses and send people to their homes or to relief works?

74 Statistics have been called for, but how many kitchens were opened in your district, (a) before and (b) after the rains broke? What radius was a kitchen expected to serve?

75 What ration was provided and how often were meals distributed, and at fixed or varying times? Were people compelled to feed on the premises or were they allowed to take food away?

76 Was any limit of distance from relief works fixed, within which civil kitchens could not be opened? or were civil kitchens opened close to relief works?

77 Was admission to kitchens free or restricted, and if restricted, what was the method of selection for admission?

78 What was the poor house ration and of what grain, was it varied on occasion to meet the case of sickness or weakness?

79 Who drew up the village gratuitous relief lists, by whom were they checked, how often and by whom were the recipients inspected?

80 How was payment made, (a) in cash or grain, (b) daily, weekly, monthly or for any other period, (c) at the homes of the recipients or elsewhere?

81 To what persons except those mentioned in the Code was gratuitous village relief given, for how long and under what necessity?

82 What castes of cooks were employed? Was any reluctance to take cooked food shown by any classes and at any stage, and if so by what classes and at what stage?

83 What persons were in charge of kitchens, what supervision and check was exercised over them?

84 Were cheap grain shops opened, if so for what classes and how was admission to them benefit regulated? Was this form of relief successful and what did it cost?

85 Did cheap grain shops in any way discourage the importation of grain, or did they affect general prices?

## SUSPENSIONS-AND REMISSIONS OF LAND REVENUE.

82 To what extent was land revenue in your district (a) suspended, (b) remitted?

83 Upon what system were such remissions or suspensions based? Were they based upon crop failure solely, or was the general capacity of the individual to pay also taken into account, and in the latter case, how, and by whom and upon whose information was that general capacity determined?

84 At what stage were suspensions and remissions determined, after or before collection of revenue began?

85 In zemindari tracts did suspensions or remissions of rent follow automatically upon suspensions and remissions of revenue? If only part of the revenue of a village (or estate) was suspended, who decided what cultivators should receive remissions or suspensions?

86 Did you observe any facts tending to show that sufficient relief by suspension or remission of revenue had not been given, or that such relief had been abused or had failed to reach the right persons?

## GENERAL.

87. If the number of persons in receipt of relief in your district at any time exceeded 15 per cent of the population affected, please state briefly the reason for it -

88 Does your experience lead you to consider that relief was at any particular period excessive or defective, and what are the grounds of your opinion?

89. To what classes generally did the people in receipt of relief belong, did they include proprietors, State ryots, occupancy tenants, and other tenants with security of tenure, and, if so, to what extent?

90 In your experience were people more ready to come on relief than in former famines, and, if so, to what is this readiness attributable?

91. Did facts come to your notice indicating a contraction of private credit, or a reluctance of the people to exhaust their own resources before accepting State relief?

92 Do you consider that the tests of the Code are sufficient to prevent persons not in need of relief from seeking it?

93. If you consider the tests of the Code are insufficient, what further tests would you propose? Or do you consider any method of selection for admission to relief to be practicable?

94 What system of registration of births and deaths is followed?

95 Where statistics show a very high mortality, how far is that attributable to diseases connected with unsuitable or insufficient food?

96. How far was an impure or insufficient water-supply a cause of increased mortality, and what measures were taken to improve or extend the water-supply? Was permanganate of potash used to disinfect wells and other sources of water-supply, and, if so, at what intervals of time?

97. What special sanitary arrangements were made—

- (a) on works,
- (b) at poor-houses,
- (c) at kitchens,

and were they sufficient? Who supervised them?

98 Was there a regular inspection of the grain shops on the works, and did that inspection dislodge the sale of inferior or unwholesome grain?

99 How far did the people supplement their food with wild products, and had the consumption of wild products any appreciable effect upon their health?

100. Did you observe much immigration from Native States? Roughly what proportion did such immigrants bear to the total number relieved?

101 What was the mortality among these immigrants compared with the mortality of the district, and what was the effect of this mortality upon the death-rate of the district?

102 How were the orphans disposed of at the end of the famine? Were they made over to friends, caste people, native institutions or missionaries?

103 Have you any suggestions to make regarding the classification of the *objects* of the Charitable Relief Fund in paragraph 527 of the report of the Famine Commission of 1898? Can you suggest any improvements in the management of the fund?

104 Did you hear any complaints regarding the inability of the Railways to keep pace with the grain and fodder traffic to the distressed districts? If so, please specify the nature of the complaints. Was the local price of food raised by any defects in railway carriage?

104(a). What arrangements were in force to keep you informed of the traffic in food grains, by rail, river and road? Were the statistics reliable? What proportion of the assumed consumption of the people was imported?

105 Did you hear any complaints from employers of private labour, agricultural or other, that owing to the attractions of relief works they experienced difficulty in obtaining labourers?

106. Has there been any change in the character of the crops sown of late years? Has that change taken the form of—

- (a) an increase of double cropping,
- (b) the substitution of food crops for more valuable crops or *vice versa*?

107 Does the practice of paying wages in grain still prevail in your district? Is the tendency to substitute a cash for a grain wage? Have cash wages risen in sympathy with the rise in prices?

108 To what extent have the provisions of the Famine Code been departed from? Please specify the departures. Were they justified in your experience?

109 Were Staff Corps officers employed in supervision? And were officers of the Native Army and non-commissioned officers of the British Army employed in minor posts? Can you suggest any other source from which supervising officers can be drawn?

110. How far was non-official agency made use of during the famine? Was it successful? And is there scope for its extension?

111 Please trace with great care the effect upon

(1) the number of people seeking relief,

(2) the death-rate,

of any changes in—

(a) the system of work (*e.g.*, a change from Code task to payment-by-results system),

(b) the task,

(c) the scale of wages,

(d) the mode of calculating fines,

(e) the tests of necessity (such as the insistence on a distance test, or compulsory residence, or the drafting to distant works),

and did these changes lead to disorganisation or wandering?

112 Has your experience shown that the massing of people on large works tends to disorganise family life, or to weaken social restraints, or to relax moral ties? If so, can you suggest any means connected with the class or organisation of relief works whereby these evils may be removed or mitigated?

*The President*—How long have you been the Collector of Nasik?

A—A little over two and a half years; since June 1898

Q—Where were you during the last famine of 1897?

A—In Surat

Q—Was there famine in Surat?

A—There was no famine in Surat?

Q.—The *lharif* crop of 1899, the failure of which led to your difficulties, was distinctly bad?

A—Yes

Q—What is the character of the cultivation in your district?

A—*Bajri* is by far the most common crop

Q—Is that your food crop?

A—Yes

Q—What is your principal non-food crop, cotton?

A—Yes, but only in Malegaum and Nandgaon. There was only a little of it in Chandor and Yeola

Q—When did you first begin to feel apprehensive of the coming famine?

A—The rains practically failed in June 1899, and I sent my Subdivisional Officers, &c Assistant and Deputy Collectors on tour in my district to report to me the condition of the district

Q—Your district is divided into subdivisions?

A—There are three sub-divisions.

Q—What area does a subdivision cover?

A—The total area of the district is 5,900 square miles, out of that Malegaum, which is the largest of the three subdivisions, is about 2,500 square miles

Q—The remaining 3,000 square miles would be equally divided between the other two subdivisions?

A—They are divided into four *talukas* each

Q—Has your Subdivisional Officer merely a territorial charge?

A—Yes

Q—Have you got a *mamlatdār* for each *taluka*?

A—Yes

Q—What is the average area of your *taluka*?

A—It varies tremendously

Q—What is the area of your largest *taluka*?

A—About 600 square miles

Q—Under your *mamlatdār* what subordinates have you got? I want to ascertain what your Intelligence Department is

A—The Circle Inspector, the *patel* or headman, the *kulkarni* or village accountant.

Q—Is the *patel* the headman of the village?

A—Yes

Q—Has he got any fiscal function?

A—He collects revenue

Q—Does he also make report as to the nature of the crop and harvest and so on?

A—The village accountants whom we call *kulkarnis*, are responsible for making reports

Q—Are they periodical reports or are they made occasionally?

A—They are made in special cases?

Q—You have no system of regular reports in ordinary cases?

A.—No, there are village reports which show what crop is grown and what is the condition of the crops. It is called the *lawani patrika*

Q—What is its English equivalent?

A—Cultivation statement

Q—Is that statement submitted when the crop gets matured?

A—It is regularly, year after year

Q—Is it submitted at the end of the year or during the currency of the year?

A—During the currency of the year, and it is examined at the *jamabandi*

Q—What time does the *jamabandi* take place?

A—From December to the 15th of March

Q—Between the village accountants and *patels* and *mamlatdārs* what officers have you got?

A—The Circle Inspector

Q—Has he a group of villages under him?

A—Yes

Q—Is his function to collect revenue or to look after the agricultural statistics?

A—To look after the agricultural statistics

Q—He belongs to the Agricultural Department?

A—Yes



Q—Then you have two departments, one to collect revenue and the other to look after the agricultural statistics?

A—Yes

Q—That being so, does the Intelligence Department begin with the *patel* and *kulkarni* and come to the Circle Inspector and to the *mamlatdār* through the Subdivisional Officer up to you?

A—Yes

Q—Did you say that you began your organization in July when you became apprehensive of the crop failure?

A—I ordered my Subdivisional Officers to go on tour in July. The rest of the organization is working year by year. The Circle Inspector sends a weekly diary to the Agricultural Inspector, who is a superior officer of the Agricultural Department. The Agricultural Inspector sends a weekly diary to the Superintendent of Land Records and Agriculture, who sends it on to the Collector.

Q—Is the Superintendent of Land Records over the Circle Inspector and the District Inspector?

A—He is entirely a separate officer. He is the head of the survey.

Q—Is he engaged in the same operation, *viz*, agricultural statistics as the other two?

A—Yes

Q—He is not a District Officer?

A—No

Q—So your collecting or revenue staff begins with the *patel*, the village officer, and the village accountant and your agricultural staff consist of a Circle Inspector and District Inspector?

A—Yes

Q—Have you got, independent of these two organizations, a Survey Inspector?

A—As regards these organizations I will first of all take the Revenue Department. The head of that is the Collector. Under him you have the Subdivisional officers for subdivisions. Under each Subdivisional officer there are a certain number of *mamlatdārs*, one for each *taluka*, and under the *mamlatdārs* you have one *patel* at least and one village accountant for each village.

Q—All these officers generally perform their inspection work in the cold weather, but you ordered them at the end of July to visit their charges?

A—Yes

Q—Did they send you reports regarding the condition of the crops?

A—Yes

Q—Did you receive those reports at the end of July or the beginning of August?

A—At the end of July

Q—What opinion did you form?

A—I began to think that matters were becoming distinctly serious, but I still hoped that our *rabi* crop would be good.

Q—Did you give up hope of *kharif*?

A—Not altogether, but I knew it would not be good, because the rains in July were practically *nil*.

Q—After coming to that conclusion, did you take any action, or did you simply make a report?

A—I made my usual memorandum. I did not take any steps, except making my report to the Commissioner. That was in August. In September we began to take action. We threw open the reserved forests for grazing cattle. The next step was the institution of gratuitous relief.

Q—How did you proceed?

A—The village officers were ordered to make out lists of persons who were incapable and without any support, and the Circle Inspectors checked these lists. The Subdivisional Officers also scrutinized these lists, and then the total figures were sent to me, and after I had approved of the names in the list we began to distribute the grain dole, not cash.

Q—What time was it?

A—The end of September

Q—Had the rains then stopped?

A—Practically, though there was some rain towards the end of September.

Q—Did you institute any test-works?

A—Yes, I did

Q—When did you open them?

A—In the same month

Q—Did your gratuitous relief come first?

A—Yes, and before we opened actual test-works certain *mamlatdārs*, with my permission, opened Local Fund works simply for their own neighbourhood.

Q—These Local Fund works are carried on in ordinary years?

A—They were budget works, they began them earlier

Q—How many test-works did you open?

A—We opened altogether eight in different parts of the district

Q—Of what character?

A—Metal breaking

Q—Was there no earth work ?  
A—No The test-works were all metal breaking  
Q—What system of payment did you adopt on test-works ?  
A—Payment by results  
Q—Did you give a minimum wage ?  
A—No We had no minimum wage on test-works We paid the men according to the amount of work they did  
Q—Could a man do as much work as he liked or did you fix the maximum ?  
A—There was a maximum task fixed, and a man who did the maximum work got the maximum wage  
Q—He was not permitted to do more than the maximum work ?  
A.—No.  
Q—He could not earn more than the maximum wage ?  
A—No.  
Q—Were your test-works controlled by the Civil Officers or by the Public Works Department ?  
A—By the Public Works Department The District Local Boards allowed one thousand rupees for test-works and handed it over to the Executive Engineer, who, in consultation with the Collector, decided on certain metal works being tried The District Local Board later passed a resolution making an allotment of Rs. 4,000 to start test-works  
Q—How long did these test-works last ?  
A.—Till the 19th January  
Q—Did these test-works show in the beginning that there was a demand for labour ?  
A—Yes I may add that the only reason why these test-works went on so long was that there was some hitch in opening relief works  
Q—Were you satisfied from the demand for employment as to the existence of distress ?  
A—Yes I asked leave to open relief works in the beginning of November  
Q—You were of opinion that the test-works had served the purpose of showing that they should be converted into regular relief works in the beginning of November ?  
A—Yes  
Q—When was your first relief work opened ?  
A—In the same month  
Q—In November ?  
A—Yes  
Q—When people came upon your test-works at first did they show signs of emaciation ?  
A—No.  
Q—Did they show signs of emaciation when your relief works were opened ?  
A—Some of them did  
Q—If the relief works had been opened earlier do you think that emaciation would have been avoided ?  
A—I think it is possible it might have been  
Q—On what system did you conduct your relief works ? On the payment by results system ?  
A—No We had the Code task system, that is to say, task work with a minimum wage and a maximum wage  
Q—Did the labourers show any inclination to be contented with the minimum wage and discontinue to do work ?  
A—Yes, they loafed That is our experience in another place also  
Q—Had you a minimum wage ?  
A—Yes, and we introduced a penal wage afterwards  
Q—If the intermediate system with a penal wage had been introduced earlier while the people were strong, and if your Public Works establishment had been organized in sufficient time do you think it would have met the occasion ?  
A—I think so  
Q—If to the system of giving payment by results to the able-bodied was added a system of supporting dependants and young children by grain doles or in kitchens, do you think it would have been better ?  
A—I do I may add that I personally saw a large number of cases of old people and young children who had been deserted by their bread winners  
Q—Is the Collector of the district regarded as absolutely supreme in all matters connected with the treatment of a labourer, whether he be on relief works or on gratuitous relief ?  
A—I did not interfere with the professional technicalities nor with the fixing of tasks The fixing of tasks, the stiffening or relaxing of tasks, was done by the Superintending Engineer.  
Q—If you, on visiting relief works, found that on a certain work there was hard clay and the digging task was more than what the people could do for a living wage, were you authorized to alter that task at once ?  
A—No The tasks were subsequently altered, but not by me  
Q—If you saw on your visit to the relief works that people were not earning a living wage, would it not be competent for you to alter the task ?  
A—No, that would be a professional matter  
Q—What was the general character of the public works carried on in your district ?  
A—Relief works, such as tank works and road-making and also metal breaking

Q—Had you before hand located the works on the spot and prepared your estimates ?  
A—Yes, we had  
Q—Had that been done before November ?  
A—Yes. There was a standing list of works in the district  
Q—Before you commenced your operations in November had your roads been surveyed and levelled, and your estimates and plans been prepared for those roads ?  
A—Yes  
Q—What is the average depth of the subsoil water ?  
A—It varies from 8 feet to 20 feet  
Q—That being so, would it not have been possible to dig wells ?  
A—We found very often that water was not struck or if it was struck, it was not sufficient  
Q—We also dug pits in the beds of dry *ndlas* and rivers  
Q—How many large public works did you have ?  
A—Ten  
Q—Roughly speaking how many square miles did each of these ten works occupy ?  
A—If you take 5,900 square miles for the whole district, then it would be 590 square miles for each of these works, but I may add that in one *taluga* we had three works and in another we had none  
Q—Does your district admit of ordinary village works being undertaken ?  
A—Yes, in certain parts in the east of the district  
Q—At the commencement of your operations did you have any scheme of village works to back up the scheme of public works ?  
A—No  
Q—Did you not subdivide your district into small areas, in each of which village works might have been undertaken on the occurrence of cholera ?  
A—No  
Q—When the works were opened by the Public Works Department do you think they were always prepared with tools and plants ?  
A—No But I wish to take responsibility for this. I found that in the famine of 1897 the largest number of workers at one time was 24,210, and we were fully prepared to meet this number, but during the present famine the highest total ran up to nearly 67,000 people, and for that we found our preparations insufficient  
Q—Do you think that for the future it would be a wise policy that every District Officer should have in stock sufficient supply of tools and plant to meet emergency such as you passed through ?  
A—I do not think it would be You would have to keep an enormous amount of material locked up  
Q—On your works was a certain amount of work fixed to be done in the day  
A—Yes  
Q—Did the Public Works officer look to that ?  
A—Yes  
Q—What was his status, was he an Assistant Engineer, or Sub-Engineer, or an Upper Subordinate ?  
A—He was of all grades, in some cases he was an Assistant Engineer, and in some cases an Upper Subordinate We had to do as best we could  
Q—Your unit on works was one digger and two carriers ?  
A—Yes, but the number of carriers attached to the digger depended upon the character of the work to be done  
Q—Generally one digger and two carriers were associated together ?  
A—Yes  
Q—What was each gang composed of ?  
A—Of about fifty persons We had half-a-dozen of these gangs in a group under a mustering *karkun* For about ten groups, i.e. 3,000 people we had a *mistry*  
Q—Were these 3,000 persons employed on different parts of one road work ?  
A—Yes  
Q—Had you a separate hospital and water-supply entirely for these 3,000 people ?  
A—No They did their own part of the work, but they were not under different organizations  
Q—They were on different parts of work mainly for convenience of payment ?  
A—Yes  
Q—They were not divided into convenient groups having a separate organization of Hospital Assistants, water carts, sweepers and sanitary arrangements ?  
A—No there was one organization for the whole camp  
Q—No matter what the area of the camp might be ?  
A—Yes  
Q—It would follow that if cholera broke out in such a camp you would have to deal with the aggregate number of 20,000 people instead of 3,000 or 4,000 ?  
A—Yes  
Q—If cholera broke out it would have been very much easier to remove 4,000 men to another part than to remove 20,000 people at once ? If you had organized a system of smaller groups, would it not have been much easier ?  
A—Undoubtedly

Q—Your officers were the headman of the gang, you had a certain number of gangs over whom you had *larkuns*, and then you had a *mistry* or an overseer?

A—No, the *mistry* is a grade below the overseer.

Q—Is he a Public Works officer?

A—Yes, of lower grade

Q—A sub-overseer?

A—Yes

Q—Your officer in charge of the work was a Public Works officer?

A—Invariably I am speaking of the regular relief works

Q—Had you in the commencement a sufficient number of Public Works officers?

A—No, we had to import them

Q—What was the class of people you had to import from outside? What was your standard of qualification?

A—We brought in a couple of Engineers who had certain certificates but I found them useless

Q—You had other officers of the stamp of *naib tahsildárs* as they are called in the North-Western Provinces?

A—Yes We called them head *larkuns* They had third class magisterial powers

Q—Were they put in charge of relief works?

A—No, they were put on the kitchens

Q—You had no officer on relief works representing the civil establishment? They were all Public Works officers?

A—Yes

Q—Was there any officer under the Collector who could visit the works, see whether the work was being done properly, and whether the people were paid properly, and report to the Collector of the district whether there was anything that he thought was wrong?

A—Yes There was a Special Civil Officer attached to each work

Q—Was he a Public Works man?

A—Technically he was not

Q—What was his function?

A—He looked after the kitchens, the children, the weakly dependants, and sanitation, and went round to see if there was anything likely to cause sickness He would watch the payments, listen to any complaints, make inquiries, and then submit his report to the Collector

Q—You had an officer of that description attached to each work?

A—Yes

Q—Do you know if there was any friction between him and the Public Works Department officers?

A—In some cases

Q—What do you attribute it to? Was there anything in the definition of their duties which led necessarily to friction?

A—I do not think there was any. I think in one particular case it was due to jealousy.

Q—In only one case, in other cases they worked harmoniously?

A—Yes

Q—Did your Public Works Department continue at the same strength from January up till July?

A—To September

Q—There was reduction in the number on the works in March and April? To what do you attribute that?

A—To cholera and the ripening of the *rabi*

Q—When did cholera break out on your works?

A—In March

Q—In the beginning you followed the scale of wages as laid down by the Famine Commission of 1898?

A—Yes

Q—Am I correct in saying that as time went on you thought that scale was a little too high?

A—Yes

Q—Were men content to idle and get a minimum wage?

A—Yes

Q—Did the minimum wage seem to be more than sufficient for such a contingency?

A—Yes

Q—And the result was that it was reduced?

A—Yes From 12 *chhatáks* to 9 *chhatáks*

Q—Did that reduced scale of wages continue long?

A—Yes, up to the time when payment by results was introduced.

Q—Was that towards the end of the rains?

A—The beginning of November

Q—Did that reduced scale stimulate people to work, or were they content to be idle and earn merely a starvation wage?

A—My opinion is that in some cases they were content to take the minimum wage

Q—Can you give me any figures showing how many, out of 61,000 people remained on your works after you reduced your minimum wage from 12 *chhatáks* to 9?

A—Do you mean from the beginning of March?

Q—Yes?

A—I have some figures for the end of March, from which it appears that on stone-breaking more than half were on the penal minimum wage and on earthworks about  $\frac{3}{4}$

Q—I find that notwithstanding this reduction of wages your mortality remained very low from October up till February?

A—Yes

Q—It rose in March and went on rising till it reached the maximum of 9.63 per mille per mensem in July. Do you connect the rise in mortality in any way with the penal wage?

A—I do not think it has anything to do with the penal wage. I think it is partly due to cholera and partly to exposure. People had to work out in the sun and in the cold.

Q—Did you find that people managed to work on the penal wage without very great physical suffering?

A—Yes, except in one instance. There were some of the hill people, such as the Bhils and Kols, who were distinctly emaciated, and therefore on my representation the penal wage was struck off in their case.

Q—We now pass on to your system of gratuitous relief. The first to come on your village list were the lame, the halt and the blind?

A—And some very young and very old people who were unable to support themselves.

Q—Did you continue your system of village doles, or did you start kitchens?

A—We introduced kitchens in the hills in the western talukas.

Q—In the majority of the talukas you continued village dole?

A—Yes.

Q—Had you side by side the systems of village dole and kitchens?

A—Yes.

Q—So that you were able to compare the efficiency of the two systems?

A—Yes.

Q—What I want to find out is whether the system of distribution of grain dole in a village through the headman of the village would be more acceptable to the people than relief in a kitchen?

A—The people would prefer grain doles, but I think that they would be found less economical.

Q—Do you think that if careful supervision is exercised over the admission of men to dole that a number would be eliminated who ought not to be there?

A—I think so.

Q—You do not think that cheating would occur in the distribution?

A—Not much.

Q—The danger lies in bringing the names on the list?

A—Yes.

Q—Do you think that that danger is serious?

A—Yes, I found instances of people being brought on the list who ought not to be there.

Q—Were your kitchens scattered over the whole area?

A—In Pein taluka we had three kitchens.

Q—People coming to these kitchens had to travel a considerable distance?

A—They had.

Q—In the rains they were exposed?

A—No. We had shelters attached to the kitchens. We found a good number of wanderers, and therefore started the central kitchen, and we told them to go and get food in the kitchen and stop in the shelters. People were not forced to stop there.

Q—Did you commence your poorhouses in the early part of the year?

A—No, we opened poorhouses in April.

Q—Are you in favour of poorhouses?

A—Certainly.

Q—You received wanderers in them?

A—Yes.

Q—And immigrants?

A—Yes.

Q—Did they prove useful in preventing the spread of cholera?

A—Yes. We saved beggars from cholera by sheltering them in the poorhouses.

Q—Were you able to do anything in the way of associating with yourself non-official agency in carrying on gratuitous relief or village works?

A—Our gratuitous relief was carried on officially.

Q—By patels and kulkarnis?

A—Yes.

Q—Did they associate with themselves any responsible inhabitants of the villages?

A—Practically none. Our villages do not contain many people of any importance.

Q—Is your system of revenue generally a *rayatwari* system?

A—Yes.

Q—Are you in favour of the policy of liberal advances to tenants on the occurrence of bad seasons?

A—Yes.

Q—Are you in favour of suspension of the revenue to tenants in bad seasons?

A—No.

Q—If it was an 8-anna crop would you give no suspension?

A—No, certainly not.

Q—If it was only a 4-anna crop would you be disposed to give suspension?

A—My opinion is that merely a partial failure, such as an 8-anna crop, would not justify the giving of any suspension, but when the crop has fallen below 4 annas, then I think there would be some justification for giving suspension to agriculturists, who have no other means of subsistence excepting agriculture, but in the Nasik district a great portion of the land is held by money-lenders who pay income tax, and who are, I think, well able to tide over the difficulty, and therefore in their case I would not grant suspension.

Q—Would you suspend uniformly over whole tracts of the country having regard to the character of the crops, or would you before suspending institute inquiries into the capacity of the individuals to meet the demand from other resources?

A—I should make inquiries about the capacity of individuals to pay.

Q—I understand from you that the land revenue in this Presidency is moderate?

A—Yes.

Q—In your district I suppose you have the system of crop experiments?

A—Yes.

Q—You are able to form an accurate idea of the value of a crop in an ordinary year?

A—Yes.

Q—What proportion of the value of crop would you say the land revenue takes?

A—As a maximum 12 per cent.

Q—What is the average?

A—It varies from 8 to 12 per cent.

Q—Are you speaking of food grain crops?

A—Yes, the principal food grain crop of this district is *bajra*.

Q—I believe that cotton is also grown in this district and is a valuable non-food crop. If you take that into account will the average be less?

A—Yes.

Q—Would the average be 9 to 10 per cent?

A—Yes.

Q—So that practically the land revenue of your district is not more than 10 per cent of the gross produce?

A—Yes, 10 per cent is our estimate of the incidence of assessment.

Q—Is there much indebtedness among the cultivators?

A—Yes, very widespread.

Q—What percentage of the cultivators is indebted?

A—Fully two-thirds.

Q—Now as to the policy that you followed in closing your works. Your gratuitous relief at that time consisted of the distribution of doles in the village and food in the kitchens?

A—Yes.

Q—Did you start a process of elimination of individuals or did you close relief generally when the *lharif* crop ripened?

A—We closed relief generally when the *lharif* crop had ripened.

Q—Did you hold the *lharif* crop as your criterion?

A—Yes.

Q—Have you seen anything of what has been lately written regarding agricultural banks?

A—Yes.

Q—Do you think there is a possibility of working the scheme with a view to making the agriculturist independent of the *soucar*?

A—I think not, for the reason that there is no capital, and I don't think there is enough of independence and intelligence.

Q—If the capital were provided by way of *talukari*, do you think that there would be scope for trying an experiment?

A—I think the people are too much in the toils of the money-lenders except in the west of the district where the hill tribes are wild and have no credit.

Q—You don't think the scheme is possible?

A—I do not think so.

Mr Nicholson—The *kullarni*, or village accountant, prepares the field calculation statement?

A—Yes.

Q—It contains the area of each field and the estimated outturn of crop?

A—Yes.

Q—That is abstracted at the end of each month?

A—Yes.

Q—To whom is it sent?

A—To the *mamlatdar*.

Q—Not to the Circle Inspector?

A—No, it is sent direct to the *mamlatdar*.

Q—The *mamlatdar* every month knows definitely the area under cultivation in the *taluka* and also the outturn therein?

A—Yes.

Q—Then, is the abstract sent to the Collector ?  
A—Yes. It goes first to the agricultural inspector and then it is sent through the Survey Commissioner to the Collector  
Q—It does not go from the *mamlatdār* to the Collector ?  
A—No  
Q—Does the Collector know the exact situation ?  
A—The statement goes through him to the Survey Commissioner  
Q—You told us that there is irrigation by tanks in the east of the district ?  
A—There are village tanks which are used for watering cattle. Not for irrigation  
Q—Do you say there is scope for irrigation, having regard to the soil and rainfall ?  
A—I think there is no objection to irrigation. It was tried in one or two cases  
Q—Is there much irrigation from wells in your district ?  
A—Yes, a good deal  
Q—What is the area ?  
A—The total number of wells we dug and improved during the last famine was 2,000  
Q—What percentage is that of the total number in the district ?  
A—About  $\frac{1}{3}$ th  
Q—Were those permanent wells ?  
A—Yes  
Q—Are there any *latcha* wells ?  
A—Yes  
Q—Were they used for growing fodder ?  
A—Yes. Some were expressly dug for cultivation of fodder in the east of the district  
Q—Was *takdār* for *latcha* wells largely taken ?  
A—Yes  
Q—To what extent ?  
A—During famine about two lakhs were advanced  
Q—For this particular purpose ?  
A—Yes, for digging new and deepening old wells  
Q—Do you know whether *latcha* wells could be more extensively used for growing fodder ?  
A—As a matter of fact no  
Q—Was the scale of wages originally fixed at two annas for a male, one anna and a half for a woman, and one anna for a working child ?  
A—Yes  
Q—Was it based on the price of grain ?  
A—No  
Q—Did you give the money to the parents trusting them to look after their own children ?  
A—Yes  
Q—Were forests thrown open for grazing ?  
A—Yes  
Q—Were people allowed to cut grass in the forest ?  
A—Yes  
Q—Was the cutting of grass taken advantage of ?  
A—Yes  
Q—During what time ?  
A—From December to May  
Q—Was the grass cut chiefly by private enterprise ?  
A—Yes, grass was not cut by Government agency  
Q—Was there excessive mortality among cattle ?  
A—Twenty-eight per cent of the cattle died  
Q—Do you think that if arrangements had been made for the supply of tanks of drinking water for cattle in the forests that would have reduced the mortality ?  
A—No. The cause of mortality was the climate and the inferior quality of grass the cattle had been accustomed to eat  
Mr. Bourdillon—Was residence on the works compulsory ?  
A—It was at the start, but when the rains broke out people went to live in their villages because there was no sufficient hutting  
Q—What was the pay of your Special Civil Officer ?  
A—From Rs 50 to Rs 90  
Q—He was put under the orders of the officer in charge ?  
A—Yes, technically  
Q—Can you give me any idea of the number on your village works ?  
A—We had 14 village works. They were started at the beginning of May. We had two road works. The number of working men there was 2,000  
Q—They were local people ?  
A—Yes  
Q—They worked satisfactorily ?  
A—Yes  
Q—Did the work give satisfaction to the people ?  
A—Yes, because it was near their homes

Q—Now as to your mortality you say it is due to cholera, but there must be some other reason also ?

A.—It was due also to exposure to heat and rain

*The President*—When people died on relief works were their deaths recorded ?

A.—Yes

Q—How do you get statistics of the importation of grain for the consumption of the people ?

A.—We get weekly reports from all station masters Of course that is only a rough estimate

Q—Do you also get figures of exports ?

A.—Yes Exports were very small We get weekly reports from the station masters of imports and exports





17

Mr. R. A. L. Moore, I C S.

*Replies by Mr R. A L Moore, I C S', Collector  
of Násik, to the questions drawn up by the  
Famine Commission.*

(1) When the rains of 1899 commenced the outlook seemed to be far from satisfactory. The scantiness of the early rains caused anxiety all over the district except in the western hilly parts. Early in August 1899 the character of the season seemed to necessitate the preliminary enquiries enjoined by Section 10, Chapter I, of the Famine Code. But even at this stage when the failure of the kharif crops appeared probable, the hope of favourable rabi rains sustained the agriculturists for a time. In the months of October and November signs of approaching famine grew more and more clear.

*Character of the harvest.*

The monsoon in 1897 began in good time in June, but ceased before the end of the month. The moderately good fall of July, however, set matters right and the season continued to be favourable. The wide-spread fall in September saved the kharif crops in the east part which had slightly suffered and secured the rabi. Then came the usual heavy fall of "Hasta" in October. The rabi crops were sown under favourable circumstances and would have yielded a very good crop if the late rains had not ceased rather early in the middle of October.

The kharif crops were good and the rabi fair.

*Character of the harvest in 1898.*

The monsoon of 1898 began in good time in June but an early break checked the sowing operations except in the western hilly parts. They were completed in July. September rain was more opportune and heavy enough everywhere to revive the withering kharif crops. It also produced sufficient moisture for rabi sowing which was successfully effected in the subsequent break. The fall in October and November was insufficient. The late rains closed rather too early for the rabi crops, somewhat reducing their outturn. The kharif crops were good and the rabi fair.

2 and 4. The total area sown was not up to normal. Sowings were estimated to have taken place in about 62 per cent of the normal cultivated area.

The normal cultivated area was arrived at by adding up the gross area cropped during the last 14 years (*viz*, from 1885-86 to 1898-99) and dividing the sum total by 14 as per details given below.

$$\text{Total gross area} \frac{27,225,337}{14} = 1,944,667$$

Area sown during the year 1899-1900	1,203,982
B 1425—1	

or 62 per cent. of the normal area. But the crops standing on the entire area sown did not come to maturity, that is to say, compared with the normal area matured in ordinary years that matured during 1899-1900 represented a percentage of 28, while the outturn was much below the normal standard of 12 as being probably not more than 20 per cent. of the average crop outturn.

3 The average rainfall of the Násik District at the Head-quarters during the rainy season is about 30 inches and at the Taluka Head-quarters it is as under.

	In	Cts.
Sinnai .. .. .	26	28
Igatpur	143	83
Dindori .	31	39
Niphád ... ..	25	31
Chándor . . . .	27	84
Yeola . .	24	58
Málegaon .	22	27
Nándgaon .. ..	28	74
Báglan .	21	40
Kalvan ..	27	69
Pent .	94	32

Note —The average is for 11 years (1887—1897) as found by the Survey Commissioner and published at page 88 of the *Bombay Government Gazette*, Part III, for 1900. The actual rainfall in the rainy season of 1899 was 12 inches 40 cents at Head-quarters, which is about 40 per cent. of the average.

(c) Rain ceased at the end of September 1900

(d) The distribution of rainfall from June to September 1899 inclusive as compared with the average was as under

	Average	
	In	Ct
Násik .. .	12	40
Sinnai	8	85
Igatpur ..	64	23
Dindori	15	64
Niphád ... ..	3	86
Chándor . . . .	10	15
Yeola	9	29
Málegaon ..	7	28
Nándgaon ... ..	5	39
Báglán ...	7	26
Kalvan .	9	91
Pent	35	93

4 *Vide* reply to question 2.

5 The total population of the district according to the Imperial Census of 1891 is 843,582, of which

(a) 415,728 are petty cultivators and

(b) 117,205 are agricultural labourers.

Compared with the total population the former bears a proportion of 49 and the latter of 14 per cent

6. The necessity of relief was partly assumed from the failure of crops, but mainly by compliance with tests prescribed by the Famine Code.

7. The following facts were observed which led me to think that the machinery of relief should be set in motion —

Failure of crops

Abnormal rise in prices.

8. The distribution of gratuitous relief at homes to infirm persons was first undertaken after personal inspection of the recipients by responsible officers and test works were opened.

The following tests were applied to gauge the extent of distress —

Enquiries were made in each village through the Land Record Agency as to the number of persons likely to require gratuitous relief and the number likely to require employment on relief works. The Circle Inspectors were ordered to watch emigration and to report the stock of grain in each village.

9 (a) Lists of relief works were ready, and the tank works on that list had been actually located. In case of road works sites had to be selected in view of the water-supply and suitability of the site from Sanitary and Public Works Department points of view. Surveys and estimates of cost were made out beforehand.

(b) Relief programme did not include scale of establishment necessary to meet any emergency.

Lists of candidates are kept up in the Revenue Department and were used for recruiting the famine establishment.

10 The relief programme contemplated large public works as the backbone of the relief system.

The programme of village works was not ready in reserve from the beginning.

11. Relief measures referred to in the question were undertaken in the following order —

(a) Opening of Government forests

(b) Test works

(c) Organization of private charity

(d) Kitchens on works.

(e) Poor-houses.

(f) Kitchens elsewhere

12 (a) Lists of persons fit to receive gratuitous relief were prepared first by the village officers. These lists were carefully scrutinized by Relief Circle Inspectors and Mamlatdars. Village officers distributed dole and the Circle Inspectors inspected the work of village officers at least once in a fortnight. Mamlatdars, District Agricultural Inspectors and Assistant and District Deputy Collectors supervised and controlled the work of village relief.

Towards the close of the famine fortnightly lists of persons receiving gratuitous relief in each village were submitted to and personally scrutinized by the Collector

12 (b) No large industries are carried on in this district and consequently no steps could be taken to stimulate the local employment of labour. However, grants of tagái for sinking wells gave some local employment.

(c) Mr Valabhdas, a wealthy merchant of Yeola, opened a cheap gram shop, which was supervised by a committee consisting of officials and non-officials of Yeola town

An attempt to open a similar shop at Chándoi failed through party spirit

The distribution of cooked food by a Bombay merchant at Násik was discontinued as the mischief done by indiscriminate charity by Bombay Bhatias in the famine of 1896-97 was very great, causing as it did the spread of cholera in Násik of a very virulent type, sweeping away hundreds of the immigrants from the Dángs

(d) From village officers to the Assistant Collectors all had orders to carefully watch the condition of the people. In addition to the weekly reports, detailed fortnightly reports dealing chiefly with the condition of the people were received by me. In the hilly tracts the Sub-Divisional Officers made special tours of inspection and submitted reports. Additional Circle Inspectors were appointed to watch the hill tribes. In badly affected parts a very detailed and careful inspection was made by the District Inspectors under my orders in each village of the portions of talukas assigned to him

13 Loans were issued at the outset to the extent of Rs 34,000 under the Land Improvement Loans Act and Rs 18,000 under the Agriculturists Loans Act for repairing and constructing wells and for making other improvements in lands. They were advanced on the conditions named in the rules made by the Government. These advances were made to agriculturists of all castes

14. Irrigation wells can be made in all parts of the district except the hills. On the cession of the rains in 1899 the average depth below the surface of water was varying from 10 to 30 feet. The digging of wells was encouraged by loans and the operations were successful in most cases

(a) in securing the crop on the ground,

(b) as a permanent improvement,

(c) as a temporary measure to employ labour,

15 Labour was the first criterion of the need for relief and, therefore, works of removing prickly pear and repairing Local Board roads and country tracks were first undertaken. These were ordinary works under Taluka Local Boards. They were conducted under the supervision of Taluka Local Boards.

16 When test works were first opened the rates of daily pay for labourers were fixed as under.

1½ anna per adult male.

1 anna per adult female

9 pies per child between 7 and 12

The tasks prescribed were 8 cubic feet per adult man,  $\frac{2}{3}$  of 8 or  $5\frac{1}{3}$  cubic feet per adult woman, and  $\frac{1}{3}$  of 8 or  $2\frac{2}{3}$  cubic feet per working child. This was based on personal observation of the actual amount of work done by an adult labourer in ordinary times

These tasks were exacted irrespective of the previous occupation of the workers.

17. Payment was in strict proportion to results without a minimum wage or allowance for dependants or a day of rest

18 The overcrowding of test works and the exhaustion of funds provided for carrying them out by the District Local Board induced their conversion into regular relief works

19. Large public works were first opened.

20. The large public works were under the control of the Public Works Department

The scale of supervising establishment was prepared in advance

The establishment was ready.

There was some delay in opening some of the large relief works and converting test works into regular relief works. Tools and plants were not readily available and in sufficient quantities. This was due to the fact that the numbers seeking relief exceeded the estimate

21 Works were not divided into charges. In case of road and metal-breaking works for the convenience of the workers the camps were split up; but the split up camps were all in charge of one Civil officer and one Public Works Department officer. Additional subordinates only were appointed. No maximum number of workers on a particular relief work was fixed, but when the number became excessive, steps were taken to draft the labourers to other camps where they could be admitted.

22 Each relief work had its own establishment, viz.,—

*Public Works Department.*

(1) Overseer or Supervisor or Assistant Engineer (who was the officer in charge)

Sub-overseers according to the number of the workers

Maistries .. .. One per 3,000 to 4,000 workers.

Mustering Karkuns . One per 300 workers.

Cashiers ... .. One per 2,000 to 3,000 workers.

Storekeeper . .. One

Office clerk ... .. One.

*Civil Department*

- (1) Civil Officer.
- (1) Superintendent
- (1) Mess Kárkun One per 300 children
- (1) Storekeeper One or two.
- (1) Peon
- (1) Kárkun

A sufficient number of huts were erected before the works were started according to the estimated number of people likely to come on work

As residence on works was not compulsory some of the workers lived in adjoining villages. When cholera broke out all workers were ordered to live in the camps.

Trenches were dug beforehand and sweepers were employed. Wells were dug and water servers and water guards were appointed. Iron tanks to store water for distribution near the wells and near working gangs were kept ready.

Bázár arrangements were made through the Revenue Officers of the taluka for the supply of food.

Hospital sheds were erected and requisitions for Medical Officers were sent by the date fixed for the starting of a work.

On account of the paucity of Medical Subordinates there was inordinate delay in some cases at the beginning in providing a Medical Officer. The consequence was that in one instance a Civil Officer had to combat an outbreak of cholera without the assistance of any resident medical man.

A District Medical Officer supervised the Camp Hospitals, which were also examined by all Inspecting Officers of the Revenue and Public Works Departments.

23 Admission to the works was free to all persons ready to submit to the labour test. No distance test of any kind was insisted on. Residence on the work was not compulsory, except when cholera broke out.

24. A relief work capable of providing employment for 10,000 people would serve an area of 580 square miles with a population of 85,000 souls.

Workers from a distance of 25 miles came on relief works. In a few cases people residing at greater distances resorted to the works.

These were principally people from the hills and Dáangs who objected to settling down to steady labour at a fixed spot.

25 Officers of the Public Works Department were subordinate to the Collector in all matters except in regard to professional details.

26. There was a Civil Officer at each of the large works where there was a kitchen.

Persons for the post of Civil Officers were taken mostly from the Revenue Department. Several had

worked satisfactorily during the last famine (1896-97)

The rates of salary varied from Rs 50 to 90. Their position was inferior to that of the Public Works Department Officer in charge. The Civil Officer had no authority to assure himself that the measurements were correctly made, but he watched the payments

The Civil Officer himself looked to all the following points, *viz.*—

(a) The admission and registration of all applicants for employment.

(b) The classification and treatment of workers and dependants.

(c) Market arrangements and the supply of food.

(d) Hearing and investigating complaints

(e) Hospital and Sanitary arrangements in conjunction with the resident medical man.

(f) The care of children and infirm persons

(g) The submission of kitchen accounts and reports on the general condition of the camp.

The calculation and payment of wages was not made by the Civil Officer but by the Public Works Department Officer. The Civil Officer watched the payments.

27 The Civil Officer had no authority to deal with the task question.

28. Working gangs of 50 to 60 persons were formed. In some camps the gangs were arranged according to sets, *i.e.*, separate gangs for men, women, and working children. In some camps, for instance metal-breaking camps, the gangs were composed of men, women and children combined.

Arrangements were made to secure family gangs as far as possible. This arrangement conduced to the convenience of the workers.

29 Labourers were classified according to Section 70 of the Famine Code of 1900 and paid according to the scale laid down in Appendix V to the same Code. This classification and scale agrees with that laid down in paragraph 445 of the report of the Famine Commission, 1898. No departure is deemed necessary either from the administrative or economical points of view.

30. I am inclined to think that women should not be paid more than 75 per cent of the male wage. This arrangement will be in accordance with the custom of the country and will not be unfair as men generally eat more than women.

As the number of men on the works was only about half that of the women, the proposed difference of wages would lead to a saving.

I am not aware that absence of such distinction led to any difficulty.



31 The code task system was introduced from the beginning on each relief work

32 The system of payment by results is unsuited to conditions of acute distress or actual famine, as people are not unfrequently reduced when they come on relief works and as many who come are not used to hard and continuous manual labour when they first arrive

33 The task which was laid down in the Famine Code was exacted at the outset. The full task was demanded from workers. No allowance was made for the distance the workers had come

Emaciation was observed among the Bhils and Kolis. At one camp the fines levied on them for not completing the full task were remitted by my orders

34. The scale of wages was adequate. There was no bad effect on the workers. On works contiguous to the Dāng country the workers were mostly Kolis and Koknis, who are very idle and who were quite content with the minimum wage on which they could live but not save. A few cases where people saved were met with in the "Deshi" camps among Maháris, who being accustomed to daily labour, did the full task and earned the maximum wages. In addition they had the resource of feeding on carrion as cattle died in large number. Copper coin returned freely to the Banias on the works

35 A rest-day wage was given in the shape of an increase of one-sixth of the minimum wage for each day worked. This was the best course, as even a full wage, let alone more than the full wage, was rarely earned

36 The minimum wage was found too high in view of the persistent idleness of the mass of workers

A penal minimum was therefore introduced

37 The minimum wage was allowed at the outset. The penal wage did not become anywhere the wage generally earned, except in the west of the district, where the relief workers—Kolis and Koknis—were incorrigibly idle and could live on little

38 Payment was made weekly to all workers except new comers, to whom bi-weekly payments were made for the first fortnight. The above-mentioned system of payment was found suitable

39 Bi-weekly cash payments were introduced for new comers for the first fortnight and the following arrangement was also made

Chits on grain dealers were given daily to all new comers up to the date of first payment unless they refused to accept chits

40. Payment was made to the individual. This method is preferred

41 The greatest number of relief workers was 66,895 and occurred during the week ending 16th June 1900. The total number of units mustered

was 401,376, of which 291,000 were fined. The highest number mustered were on the following works.—

Bombay-Agra Road, Camp Waka	. 94,258
Sinnar-Wavi Road, Camp Khopdi	.. 53,810
Khirdi-Sathe Tank	.. 41,370
Adal Tank	. 54,978

The total amount of wages paid for the week was Rs 37,342 and the amount of fine levied was Rs 14,981. This much information only is available on the Collector's record.

The information as regards relief workers earning

(a) the full wage,

(b) the penal wage,

(c) the wage between the full and the penal wage, is with the Executive Engineer. The penal wage had a gradual effect in reducing the numbers from the time it was rigidly enforced, i.e., in July, when the monsoon had thoroughly set in.

42. The system of payment by results was exactly like the task work system with the exception of the minimum wage and the classification of labourers. This system was introduced towards the close of the famine.

43. The maximum wage was—

The value of 19 chataks, Class I.

Do 15 do Class II

Do 10 do, Class III.

Kitchens were opened at each work for the relief of non-working children and also for weakly persons who were unable to work. Weakly persons capable of doing some work were assigned nominal work and were paid the minimum wage of D Class. This system is preferable.

44. No contractors were employed at any stage of the famine except for the supply of Bombay flour to kitchens.

45. Under the payment by result system muster rolls were kept up.

46. Under the order of the Public Works Department the prices scale for the calculation of the wages was fixed.

It was based on the common staple food gram of the tract in which the relief work was located, i.e., nágl in the west and bájr in the rest of the district.

47. The following steps were taken by the Collector in opening relief works —

(1) Making arrangements for appointing Special Civil Officer and the staff under him.

(2) Do for Medical Officers

(3) Do. the supply of fuel.

(4) Do. for posting police guards.

(5) Giving intimation to officers concerned about the date of opening work.

(6) For admitting and classifying labourers.

Each person was examined by Special Civil Officer on his arrival at the camp and was classed according to his or her physical condition

(7) About providing dependants—

(a) With dishes and water pots, and kitchens with utensils.

(8) For providing estimates of the number of workers likely to come on the work, according to which the required number of tools were stored by the Public Works Department at the place where the Work was to be opened

The Public Works Department arranged for the following items —

(1) Providing sheds for kitchens, dependants' feeding place, store-houses, offices, hospitals and workers.

(2) Allotting locations and tasks for different classes of labourers

(3) Measuring tasks done

(4) Appointing cashiers and making payments (which were watched by the Civil Officer).

(5) Imposing fines

(6) Digging wells

(7) Digging graves.

(8) Digging latrines.

The Civil Surgeon and District Medical Officer made arrangements to supply medicines, &c

Furniture and rations for the sick were supplied by the Civil Department

48. Tasks were stiffened or relaxed under the orders of the Superintending Engineer of the Division Wages were stiffened or relaxed under the orders of Local Government In special cases, such as of emaciation, &c, the Collector acted on his own responsibility and his action was upheld.

51. No arrangement was made at any time to draft people from large public to small village works, except to those of the famine when draft was sent from the Public Works Department Ode Tank to Civil Agency Khokad Tank.

52. Small village works played an important part in the scheme of relief to needy cultivators and field labourers by locating them near their homes during the cultivating season

53 The works included were village tank clearances and road works, i.e., rendering passable by laden carts certain passes in the hills.

54 They were conducted under the supervision of the Civil Agency by the Taluka Local Board members and private native gentlemen, who offered their services gratuitously The works were supervised by the Sub-Divisional Officers

55 The estimates of works were prepared by the Taluka Local Board Sub-Overseers which were

approved by the Executive Engineer. The wages were paid by the Honorary and Stipendiary Civil Officers and Superintendents. The Sub-Divisional Officers were responsible administratively and financially. Orders were issued not to exceed the amount of the estimate for each work.

56. No attempt was made to work the Code task system. The scale of wages laid down in Government Resolution No 2290, dated 15th May 1900, was adopted, *viz* —

2 annas per male

1½ annas per female and male from 12 to 16

1 anna per working child between 8 and 12

Employment was given to every one who wanted it.

No kitchens were attached to these works.

57. No system of selection of applicants for relief was tried, such being contrary to Government orders.

58. No such works as are referred to in this question were close to one another, or to large public works.

59. Small relief works were much liked by the people. They were much more zealously executed than the Public Works Department works, but there is one objection to their being undertaken on a large scale, *viz.*, their nearness to the homes of the people which renders them unsuited to test the fitness of applicants for employment. Persons possessed of some small resources of their own were willing to be employed on such works and thereby earn a little, no other employment being obtainable during famine.

60. There are aboriginal hill tribes in this district. No special tests were applied to them on the works opened. These people had become accustomed to work on relief works at a distance. The only special measures taken were the opening of cheap grain shops and of central village kitchens in hilly tracts. These proved a complete success.

61. No forest and fodder works were opened.

62. Able-bodied persons were engaged on works of private utility at public expense, *e g*, digging trial shafts of wells. If the trial proved successful the expenditure in connection therewith was recovered from the person for whose benefit the trial shaft was dug. This experiment was small in extent and continued from January to March. It was carried on under the control of Tagái Head Káikúns.

63. Special measures were taken to relieve weavers in their own craft on a small scale by town committees appointed at the four principal towns in the district and supplied with funds by the District Famine Relief Committee.

64. Weavers did show a reluctance to go on ordinary relief work. They were, however, not physically unfit for the ordinary labour, as some of them

were on the relief works during this and the last famine.

65. Special measures to relieve artisans were taken on such a small scale during the last famine as hardly to admit of my pronouncing any definite opinion on the point. I am, however, not in favour of special treatment of weavers such as exist in this district. Many of them have been seen flourishing at a famine relief camp after a few days' experience.

66. Forests and revenue *kuráns* were thrown open for grazing cattle free of charge. These measures proved successful in saving many cattle (As to fodder depôts there is a separate answer.)

67. The following operations were undertaken for the supply of compressed grass to tracts suffering from scarcity of fodder.

Three Government grass depôts were established, one at Lásalgaon in Níplád Táluka, one at Manmád in Chándor Táluka and one at Náudgaon in Nandgaon Táluka. Compressed grass was obtained from the Forest Department from Thana District and from the Central Provinces. Grass was sold to cultivators at a fixed price by Government, *viz*, Rs 8 per 1,000 lbs for cash, and given also as *tagai*. Rs. 10,000 were allotted from the Indian Charitable Fund for cheapening the price of the fodder by paying a proportion of it, not exceeding one-half, when really needy cultivators were the purchasers.

68. Dependants were relieved on large public works with cooked food in kitchens attached to them and in cash where no kitchen was attached (one work only).

No provision was made to relieve dependants on small works, as these works were opened near the houses of people and as at the time of their opening the distribution of gratuitous relief was in progress.

69. The following forms of gratuitous relief were employed in this district —

(a) Establishment of kitchens at large relief works and 5 central villages in the hilly tract of the district for the relief of the aborigines.

(b) Poor-houses at different places (six in number),

(c) Distribution of dole in the shape of grain. Kitchens on relief works were opened for the dependants of the relief workers principally, but many persons physically incapable of working resorted to them. Kitchens in other places were opened mostly for destitute *wanders* belonging to the hill tribes.

70. The distribution of village relief did not go beyond the classes mentioned in paragraph 141 of the report of the Famine Commission of 1880. The recipients of gratuitous relief were selected by persons having local knowledge, such as the *Mámlatdár* of the táluka, village officers, Circle

Inspectors, District Inspector. Persons who had no supporter and who were themselves unable to work owing to their old age, blindness, extreme youth or crippled state were alone gratuitously relieved

71 The following poor-houses were opened in this district —

1 at Nasik

2 at Sinnar

3 at Belgaon-Tarhála and subsequently removed to Igatpuri in consequence of heavy rains.

4 at Yeola.

5 at Malegaon.

6 at Nándgaon

When distress deepened all classes of people resorted to them except high class Hindus and Mahomedans.

The total population of all the poor-houses put together never exceeded 2,900—a number not too large considering the nomadic instincts of the hill tribes who inhabit several talukas of this district.

72. Poor-houses were used as depôts for vagrants and immigrants. Persons who refused to work on relief works and sought refuge in Násik City were sent to poor-houses and drafted thence to relief works under escort.

73 Measures were taken periodically to weed out the poor-houses and send people to relief works.

74 In all 14 kitchens were opened in this district at 1 Wasali, 2 Khopdi, 3 Waghãd, 4 Awan-khed, 5 Khedgaon, 6 Odel, 7 Khirdisathe, 8 Waka, 9 Taharabad, 10 Peint, 11 Harsul, 12 Barhe, 13 Kanashi, 14 Kabdan, of which the first 9 were opened before and the remaining 5 after the rains broke out

The first 9 kitchens were opened on large Public Works Department relief works and of the remaining 5 numbers, 10, 11 and 12 were in Peint Taluka and 13 and 14 in Kalvan Taluka. No systematic attempt was made to locate the kitchens to serve a particular radius. In Peint the location of the kitchens was fixed to serve the hill tribes only. The relief work kitchens were opened so as to serve the whole district generally

Every taluka except Niphãd and Nándgaon had at least one kitchen, while Peint and Dindori had 3 each.

75 Bajri or wheat chapãtis and ámti (dál soup) and sometimes rice were provided. Meals were distributed twice at fixed times. Inmates were compelled to eat on the premises

76 No limit of distance from relief works within which Civil kitchens could not be opened was fixed, but as a matter of fact the Civil kitchen nearest to a relief work was 14 miles from it.

Of course, kitchens attached to Public Works Department relief works were located at the site of the work itself, and were worked by Civil, not Public Works Department Officers

Civil kitchens are, however, understood to mean kitchens *not* attached to relief works.

77 Admission to kitchens was free to all persons unable to work.

74 A Poor house ration consisted of chapatties and dāl soup. The bread was prepared of hájri, jowári, wheat, nágh and rice as found suitable according to the climate of the locality.

Vegetables were added whenever procurable, including some supplied by the Commissariat Department.

The ration was varied on occasion under medical advice to meet the cases of sickness and weakness.

75 A Gratuitous relief lists were drawn up by village officers and were checked by Circle Inspectors, Relief Head Karkuns, the District Agricultural Inspector and Mámlatdars and also by Sub-Divisional Officers and the Collector. The recipients were inspected once in a fortnight by Circle Inspectors and by other inspecting officers from time to time.

76 A. Payment was made in grain. It was made according to the conveniences for the supply of grain obtainable.

(a) Daily to persons who were residing at the place where grain was obtainable.

(b) Bi-weekly to persons who were residing at a short distance from the place where grain was obtainable.

(c) Weekly to persons who were residing at a greater distance from the place where grain was procurable. Payments were made mostly at the homes of the recipients through village officers.

77 A. No gratuitous village relief was given to persons except those mentioned in the Code.

78 Cooks were employed belonging to superior castes of Hindus, such as Kunbis, Maráthas, &c. No reluctance to take cooked food was shown by any class except at the commencement of the famine when Kunbis (the chief cultivating class) objected to receive cooked food at the same kitchens where low-castes or out-castes, such as Bhils, Mahárs, and Mángs were fed.

They raised a social not a religious objection.

Religion was not in question as the cooks were always persons of good caste, and each caste was allotted a separate place for eating.

The social objection above-mentioned speedily vanished when disregarded.

79 Special Civil Officers assisted by the staff under them, consisting of superintendents, storekeepers, mess káikuns, &c., were in charge of kitchens attached to the relief camps, and Mámlatdars were in charge of those which were not attached to relief works.

The kitchen arrangements were supervised by Mámlatdars, Sub-Divisional Officers and the Collector, who also examined the kitchen registers, accounts and stock. The arrangements were further supervised by the Sanitary Commissioners, Deputy Sanitary Commissioner, District Medical Officer, Executive Engineer and several other official and non-

official gentlemen who were appointed visitors of famine camps and kitchens by the Collector.

80 Five cheap grain shops were opened from the charitable fund in this district, of which three were opened in Peint and two in Kalvan Tálukas. These shops were opened for hill tribes such as Kolis and Kokanis. Only they and the Mahárs and poor Mahomedans were allowed to purchase. The utmost amount purchasable by one individual daily was 4 annas worth of grain. This form of relief cost Rs. 6,250 and was highly successful.

The grain was sold at half cost price.

81 Cheap grain shops did not in any way discourage the importation of grain, as their benefits were confined to the poorest classes.

They lowered the prevailing market rates in two cases—at Peint town and at Yeola.

At Peint the cheap grain shop was, as already stated, managed by the District Charitable Fund Committee through the Mámlatdar, but at Yeola the institution was established and conducted by a wealthy Gujarati merchant (Ml. Valabhdas) as a charitable work.

This latter shop is not included in the 5 cheap grain shops above-mentioned.

82 The land revenue in this district was suspended, roughly speaking, to the extent of one-sixth and remitted to the extent of one-sixteenth of the total for collection during 1899-1900, *i e*, out of 15½ lákhs about Rs 90,000 was remitted and 2½ lákhs suspended.

A little more than 13 lákhs were collected.

83. Remissions were granted of the enhanced rate of revision settlement according to Government orders. The assessment on forfeited land and that due from deceased occupants was also remitted.

The assessment which remained uncollected at the end of the year was considered as suspended, as the persons from whom it was due were unable to pay it because of failure of crops, &c.

The remissions and suspensions were based upon crop failure combined with the general capacity of the individual to pay. General capacity was determined upon the information obtained from village officers, Mámlatdars and Assistant and District Deputy Collectors. The main proof, however, of general capacity to pay consisted in the fact that the person called on to pay paid income-tax, *i e*, had resources other than agricultural.

84. Remission on account of enhanced survey rates was determined before collection. In all other cases suspensions and remissions were determined after revenue collection began.

85. There are no Zamindári tracts in the district.

86. No. In order to avoid the benefit of suspension and remission reaching the wrong person precautions were taken to forfeit land only. No moveable property was distrained. Organized com-



binations of *sávcárs* not to pay had to be met by coercive measures on a somewhat extended scale. *Sávcárs* were plainly informed that they must pay the assessment due on lands in which they were interested on penalty of forfeiture of the land, but all persons holding land and not paying income-tax were treated with leniency. Formal orders of suspension were not passed in order to avoid persons wilfully withholding assessment in the hope of obtaining suspension. At the beginning of the famine there was a general belief among the land-holding classes that suspensions of land revenue would be wide-spread and persons well able to pay were inclined to withhold payment in consequence of this belief.

87 The number of persons in receipt of relief in this district did not at any time exceed 15 per cent of the population affected.

88 Relief granted was neither excessive nor defective. That it was not defective can be stated as a positive certainty as evidenced by the number of deaths from starvation among residents of the district, which, it is satisfactory to note, was *nil*. A few wanderers died from extreme exhaustion brought on by disease for which the district administration was not responsible, as the sufferers arrived in the district when they were beyond help.

It is very difficult to quote instances pointing to excess in relief. A few, however, may be quoted, *viz*, the presence of families on relief works at the early stage of the famine with cattle and sheep and the women wearing ornaments—such instances have been rare. The presence of stalwart loafers in a poor-house is another case in point. At *Násik*, which is a centre of pilgrimage, the presence of able-bodied mendicants aimlessly wandering for charity is inevitable. The tendency to encourage such vagabonds at the hands of indiscreet charity-givers from Bombay was nipped in the bud. Those loafers who were criminally inclined were proceeded against legally and those fit were drafted to relief works, while those really unable to work were fed in the poor-house.

89 People in receipt of relief generally belonged to the lower classes of Hindus and Mahomedans. They did include registered occupants and tenants of *inámdars*, but not to a very large extent. The majority were labourers.

90. I have no experience of a previous famine in this district, but my experience of the late famine goes to prove that people have few scruples in availing themselves of State relief.

A few instances of people lingering at the villages until compelled to resort to relief works were observed, but their action can be attributed to their "stay at home" instincts or the expectation of receiving gratuitous relief at their very doors when they become fit subjects for the special concession. As soon as a test work or a relief work was started in this district there was a regular rush for admission for the first few days. It cannot be said that

all wanted relief just at the time they came in. On the test works and on some relief works even though the penal minimum wage was not more than sufficient to keep body and soul together, people were seen quite content to receive this wage and remain on the work doing little or nothing.

One instance came to my notice of a gang giving up regular Public Works Department labour at 3 annas a day and coming on to a relief work where they loafed and received in consequence the penal minimum of one anna per diem only.

91 A few facts require to be prominently brought to notice before answering this question.

In ordinary years in the majority of cases what takes place is this —The debtor (and broadly speaking 90 per cent. of the agriculturists are debtors) hands over all his produce to his "sávkár", on whom he draws for the payment of the Government assessment and for providing him with ordinary living expenses such as those for marriages, &c. Last year the crops having failed there was scarcely any produce to be thus handed over. The creditor classes in this district are the Márwádís and the Gujrátís and in the old Khándesh talukas the "Ládsika Wáms."

To them the agriculturists first looked for help. As the help was not forthcoming, sávkárs absolutely refused to make any advances, the rayats had no resource but Government.

This I ascertained by continual personal inquiry throughout the district. Even now credit is greatly contracted, and I have been constantly informed by villagers that whereas sávkárs formerly were satisfied with 25 to 50 per cent., they now demand 300 per cent, i.e., 3 maunds of grain for one. Sávkárs on the other hand have told me that they have no cash or kind in hand as they have had to pay the assessment of all lands mortgaged to them and have got no payment during the year from their debtors.

Isolated instances apart there is no reluctance on the part of the people to exhaust their own resources before accepting State relief.

92. In the case of gratuitous relief the Code provisions are quite sufficient. But in my opinion the institution of a minimum wage encourages persons to come to loaf at works when they might at times get work elsewhere.

93 No answer required.

94. Each village in this district is divided into wards and each ward is placed under a village servant whose duty it is to report each death or birth to the Pátíl, who records it in a village form approved by Government. This record undergoes test and scrutiny by an agency whose visits are constant throughout the year. Officers of the Land Revenue Department from the General duty Kárkun to the Collector pay particular attention to this subject. On the whole there is little room for carelessness in this respect, and the birth and death rates are fully up to the standard. At the several relief camps

This was due to the desire of the people to make sure, so far as they could, of "filling their bellies."

107. The practice of paying wages in grain does not exist to any great extent. During harvest time the field labourers are paid partly in money and partly in kind. Cash wages have not risen in proportion to the rise in prices.

108. The provisions of the Famine Code were departed from on the following occasion -

No fines for short work were inflicted on hill men who arrived on works in an emaciated condition till they had recovered their health.

I think the indulgence shown was justified under the circumstances.

109 Only one Staff Corps officer was employed in supervision. No officers of the Native Army or non-commissioned officers of the British Army were employed in minor posts.

I can suggest the following sources from which supervising officers can be drawn -

The Educational, Forest, Judicial and Registration Departments

Help was obtained to some extent from all these sources in this district during 1899-1900

110 The following use was made of non-official agency during the late famine -

(a) Two non-official gentlemen performed the duties of Special Civil Officers at two large famine relief camps.

(b) Several non-official gentlemen, Europeans and Natives, took actual part in the work of distributing the Charitable Relief Fund.

(c) Several non-official gentlemen managed Civil Agency works. The use of non-official agency was successful and may be extended on the hopes above indicated.

111. The effect of the system of work on the number of people seeking relief was observed when the task system was changed to one of payments by results. Towards the close of the famine people on relief works showed an inclination to stick to the relief works where the minimum wage was sufficient for them under the Code task system. To oust such as were determined to eat the bread of idleness payment by results was introduced. The result was instantaneous, viz, the people left the works and helped in getting in the kharif harvest for which labour in some places was scanty owing to the agricultural labourers lingering unnecessarily on the works.

The system of work, the task, the scale of wages, the mode of calculating fines was not changed except that at the end of the famine the payment by results system was introduced as above noted.

Timing the labourers for doing deficient work was adopted rigorously in the middle of the famine when

it was seen that there was an undue rush to the relief works and the output of labour was extremely inadequate. None of the measures taken had any effect on the death rate. Cholera, and among the very young and very old the change of food, contributed to swell the death rate. Emaciation both in villages and on works was given special attention and all available remedies applied.

112 As far as I am aware the massing of people on large relief works has not tended to

(a) disorganize family life,

(b) weaken social restraints,

(c) relax moral ties to any appreciable extent.

I have frequently, however, noticed in villages old and infirm people, cripples and young children receiving gratuitous relief because their bread-winners had made off to relief work, leaving them behind.

R. A. L. MOORE,

Collector of Násik



*The President* — When did you join the Nasik district?

A — In November 1899

Q — Had you any previous experience of famine?

A — No, not of a very severe famine

Q — Were there test-works open in November?

A — Yes

Q — And you found also that village works had been opened?

A — I had no knowledge of village works

Q — Were they under the Civil authorities or under the Public Works Department?

A — As far as I know all test-works were conducted by the Public Works Department.

Q — By the time you joined they had not opened regular relief works

A — One test-work had been converted into a regular relief work

Q — So that the test-works went on under the Public Works Department in November?

A — Yes

Q — Were the test-works conducted on the payment by result system?

A — Yes, strictly

Q — No allowance was made to the dependants, and there was no minimum?

A — That was so, but there were some people on test-works who were in very bad circumstances, and the Collector allowed the *Mamlatdār* to relieve them

Q — Was that in November?

A — No, later on

Q — When you joined your charge, did you proceed to convert test-works into regular relief works?

A — Gradually as the demand arose

Q — Did you find that the people who came on the test-works were in a reduced and emaciated condition?

A — Some were

Q — Had they been earning poor wages?

A — Yes

Q — What grain equivalent would they have been able to purchase?

A — I think they were earning little more than half the penal minimum

Q — And they were earning only 4 *chhataks*?

A — Yes, 4 or 5

Q — Had that been going on long?

A — Yes, until the works were converted

Q — When you converted these works into the regular relief works under the Public Works Department, you introduced the Code task system?

A — Yes

Q — With a minimum wage of 12 *chhataks*?

A — Yes

Q — Were the works metal breaking or earthwork at the commencement?

A — At the commencement they were metal breaking

Q — Did the introduction of the Code task system with a minimum wage effect a great improvement in the people's physical appearance?

A — I cannot say it effected a great improvement because all through the majority of the people on famine work, looked in good condition

Q — Had they other means of subsistence?

A — I think they must have had

Q — When the minimum wage of 12 *chhataks* was given, did you find that people exerted themselves to labour, or were they content to earn the minimum?

A — They were quite content to earn the minimum

Q — How long did that state of things continue?

A — Until the end of February. In March under the orders of Government we started the penal minimum

Q — When it was found that the people did no work, in order to stimulate their industry you reduced the minimum to 9 *chhataks*?

A — Yes

Q — How long did that continue?

A — Up till the end of the famine

Q — Did you find the people were content with that wage?

A — Perfectly content

Q — And there was no industry stimulated?

A — None

Q — What proportion of the people on works were content with the 9 *chhataks* and what proportion earned more than that?

A — Half the population on all the camps were getting the penal minimum.

Q—What proportion earned more than the minimum wage?

A—About 40 per cent and 10 per cent were employed in connection with sanitation and in other ways

Q—Was any effort made to introduce the intermediate system, payment by results?

A—No, not on the regular works

Q—From what you saw of the condition of the labourers, do you think it would have been safe to have tried the payment by results system, with provision for dependants at kitchens?

A—I don't think so myself, I used to think so but have altered my opinion. On a regular famine work at times of severe and general distress the task work system is, in my opinion, the only one possible, because the people will not work, and I believe that they will be seriously injured in health if they receive only what they earn. It might do if there was ample supervision, so that every person not in good condition could be detected at once, and put on to a special wage.

Q—If the supervision had been sufficiently strong in your charge, would it have been safe to try intermediate system?

A—I should not have liked to try it myself

Q—It has been found in other places, provided you take the thing in hand in time and the people come in good health, that the intermediate system is sufficient to keep them in good health, provision being made for dependants. If you had commenced with smaller tasks and worked in that way till the people were accustomed to them, do you think it would have done so far as the preservation of discipline is concerned?

A—Possibly. What we suffered from was the absence of anything like industry on the part of the workers.

Q—As regards the establishment, if there were 20,000 labourers, were they divided into bodies of 5,000 each with a separate establishment, in all respects distinct?

A—No, we could not manage it

Q—Your system is first the individual digger and his carriers, then the grouping together of those units into a gang?

A—Yes, a gang of about 50

Q—Then the grouping together of six or seven gangs into a large body of 300 or so?

A—250 to 300

Q—And then the grouping of these larger bodies for purposes of payment and general control into bodies of two to three thousand?

A—Yes.

Q—You had no separate establishment of hospitals for these bodies of two to three thousand?

A—No

Q—And what about sanitation and drinking water supply?

A—Each camp would have its own arrangements for sanitation?

Q—And its own hospital?

A—No

Q—Its own medical attendant?

A—No

Q—So that if cholera came upon you, as it did, you would have to deal with the whole body of 20,000 men and move them together?

A—In a case of this kind when cholera broke out in a large camp, the Collector sent me orders to remove such portion of the camp as was free to another work, but cholera broke out there and the men had to be retained.

Q—When you got that order, did you find yourself hampered by the fact that you had no complete organization for that particular body?

A—No, I cannot say I did

Q—When you commenced your public works you had no scheme of smaller village works behind on which to fall back in case of disease?

A—No, village works were not under the control of the Public Works Department

Q—The organization on your works was as far as I understand, as follows. There is the *mistry* who has the over sight of several gangs and measures up the work?

A—Yes

Q—Over the *mistry* comes the Sub-Overseer?

A—Who as a matter of fact does most of the measuring

Q—What are the duties of the Sub-Overseer?

A—It depended upon the kind of works. If it was road work, he would do the levelling and laying out of the road and work of that kind

Q—Had the Sub-Overseer anything to do with the administrative part of the work, such as payments, regulating of grain supply and sanitation?

A—The Sub-Overseer was required to witness payments made by the cashier, but he had nothing to do with the other matters

Q—What officer was responsible for the general administration of such arrangements as the enrolment of coolies, payment of wages sanitation, kitchens, and so on?

A—The enrolment was done by the Public Works Officer in charge and the Civil Officer together. There was a *harkun* under the Public Works Officer who registered their names

Q—Did you have a nominal list ?  
A—Yes  
Q—Was payment made to the head of the gang or to individual workers ?  
A—To individual workers As a matter of fact the head of the gang was not allowed to touch the money When the cashier was making payments a cloth was spread and payments thrown on it and they were picked up by the individual workers  
Q—Was payment made weekly ?  
A—Yes  
Q—Was an attempt ever made to have daily payments ?  
A—On one or two works when the people first came, payments were made daily—not on others  
Q—Elsewhere it has been found that with weekly payments there is a tendency for the people to get into the hands of the *bania*, was there anything like that on your works ?  
A—No, but the headman of the gang used to make advances of grain to the people, and they did not give them at the current rates  
Q—Were measurements made daily or weekly ?  
A—Weekly  
Q—What was your staff for measurements ?  
A—There was the *mistry*  
Q—And over him the Sub-Overseer ?  
A—Yes  
Q—How many *mistries* had you for a gang of 3,000 people ?  
A—Three, a *mistry* for every thousand  
Q—And over them would be the Sub-Overseer Such a staff would not, in your opinion, properly measure up work every day ?  
A—No, I don't think they could do that besides seeing to the general supervision of the work too -  
Q—How does such an organization as this appear to you for a body of 5,000 people, an officer in charge, two work agents, one Sub-Overseer and 17 *karkuns* or *muharrirs* with such a staff would you undertake to have daily measurements for the charge ?  
A—On metal breaking it could be done easily  
Q—On earthwork ?  
A—I don't think it could  
Q—Why don't you think so ? This schedule of establishment has been found practicable all over Northern India  
A—The daily measurements could only be very rough because the pits excavated could not be accurately measured up On metal work it could be done very easily  
Q—You had 7 officers only, so that practically your establishment was not sufficient for making the measurements daily ?  
A—No  
Q—You continued the system of Code task work with a minimum wage up till March, when you reduced the minimum from 12 to 9 *chhatahs*, and that continued till the close of the works How did you proceed to close works ?  
A—The works were continued until the end of October and then the Collector gave orders that a certain number of the works were to be closed, and that three only were to remain open in different parts of the district Then he directed that the work on these should be continued on the payment by results system  
Q—Without a minimum wage ?  
A—Yes  
Q—The kitchens and hospital were continued for dependants ?  
A—Yes  
Q—Had that the effect of sending people to their villages ?  
A—Whether it was that, or the fact that agricultural operations had become more general, the numbers did decrease  
Q—What state of health were the people in on the works on the wage they received. Was there any deterioration ?  
A—No, I found on the contrary that the people remained in very good condition.  
Q—The inference you would draw is that the scale of wages laid down is too high ?  
A—Yes, I do  
Q—Do you think that a digger if he does the full task allotted to him can keep in good health on 16 to 17 *chhatahs* of grain a day ?  
A—We had diggers getting much less, some were on the penal minimum.  
Q—And they kept their health ?  
A—Yes  
Q—Had they private resources ?  
A—Those living near the works may have had  
Q—They went to their homes ? You had no system of exclusion because of the proximity of the villages ?  
A—No  
Q—Was residence compulsory ?  
A—Residence was compulsory till the rains broke and then it ceased to be compulsory,



Q —Are you in favour of compulsory residence ?

A —I am very strongly in favour of it

Q —Did it enforce discipline or was it economical ?

A —It was a great help in enforcing discipline

Q —Had you a system for the supply of grain on works ?

A —Yes, on every work there was a camp bazar

Q —Was it in-pected ?

A —Yes, by the Civil Officer and Hospital Assistant

Q —Were reports made to you ?

A —No

Q —You cannot say whether the grain was good or inferior ?

A —Yes, I made it a point to see the supplies on works

Q —Was it generally good ?

A —Yes

Q —No sickness could be attributed to defective grain ?

A —No

Q —Then as regards the relations between yourself and the Civil Officers If complaints were made to the Civil Officer that the task was greater than the people could perform (suppose for instance the work had come to a hard stratum of soil), had he the power of adapting the task to the altered circumstances ?

A —The task as a matter of fact were fixed by Government The tasks could only be very generally laid down they could not be defined for every stratum of soil that might be met, if any doubt arose, the matter was settled by me on the spot

Q —Did you take the Collector into conference, did you regard him as the supreme authority in regard to famine in all its aspects ?

A —In everything except technical matters

Q —Do you consider the adjustment of tasks in hard or soft earth would be a technical matter ?

A —Yes, I do

Q —If the Collector going on a work found reason for dissatisfaction at anything and gave orders, would the orders be immediately carried out, subject to appeal ?

A —There was no order to that effect, but the Collector's orders would certainly have been carried out ?

Q —There was no clear definition of the Collector's authority ?

A —None but what there is in the Code

Q —You say in your written statement it might possibly be desirable to make bi-weekly payments, but you don't think it would be practicable Do you adhere to that statement ?

A —Yes

Mr Nicholson —May I take it that your main objection to the intermediate system is that weakly persons might be unable to earn sufficient to keep themselves in proper condition ?

A —Yes

Q —If provision for weakly gangs were made an integral part of that system, would that remove your objection ?

A —It would be difficult to start a gang of that sort People like to have members of their families in the same gang and they say they will complete the work left undone by the weakly persons

Q —If your difficulty could be got over, the intermediate system would be preferable to the task work system, because it would get over the demoralization of minimum wage ?

A —There has been great demoralization The people feel that Government is bound to keep them, the feeling of responsibility for dependants is gone

Q —That would be got rid of by the introduction of the intermediate system ?

A —It could only come about very gradually

Q —How would you get rid of the demoralizing tendency of people coming to works and pretending to work and simply getting the penal wage ?

A —It is a very difficult question to answer On the test-works when I found the people would not work, and asked my subordinates why no work was being done and people were content to receive so small a wage, I was told that the people thought in a very short time regular famine relief would be instituted and there would be no more of the small wage

Q —The people, as you say, seemed to think the famine was simply a picnic and remained there getting the penal wage ?

A —Yes

Q —I understand that when a man first entered a work he got the maximum wage ?

A —Yes, for the first two weeks

Q —Taking a specimen—the Vasali tank It was opened on the 16th of April and up to the 12th of May there was absolutely no one on the penal minimum ?

A —No

Q —When after that period they received the penal minimum, it was not due to any deterioration, but simply to the fact that they didn't care to work harder than they were obliged to ?

A —Yes, and they had only to do 37½ per cent of the work.

Q—And there was no deterioration or emaciation? In fact you say they remained happy and content with the penal wage?

A—Yes

Q—Will you give me your professional opinion as to whether in Nasik there is any scope for the development of irrigation works?

A—There is one tank which would be good for irrigation. It was started and had to be closed on account of the unhealthiness of the place.

Q—Could any system be developed of bunding the streams and impounding the water?

A—Not to any great extent.

Mr Bourdillon—It has been said by some witnesses that one effect of giving everybody the maximum wage when they first come to a work is that they wander from work to work, earning it. Did you find that the case?

A—No.

Rao Bahádur Syam Sundar Lal—Was there any difficulty about the supply of tools?

A—Yes, great difficulty.

Q—How did you meet it?

A—I tried to get tools from Bombay and Calcutta. If persons came to works in excess of those to whom tools could be supplied, we employed them in carrying boulders. Some for whom no work could be found we admitted into kitchens.

Q—How long were they kept like this?

A.—About a fortnight.



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Mr. W. L. Cameron.

*Answers by Mr. W. L. Cameron, Executive Engineer, Nasik District, to the questions drawn up by the Famine Commission, 1901.*

15. The first works undertaken, as tests for the necessity of relief, were charged to the District Local Board. They were under the supervision of the Public Works Officers.

16. These consisted entirely of metal collection, and the tasks fixed were 8 cubic feet for an adult male (Class I), two-thirds of this or  $5\frac{1}{3}$  cubic feet for a woman or boy between the ages of 12 and 16 (Class II), and one-third or  $2\frac{2}{3}$  cubic feet for a child between the ages of 8 and 12 (Class III). Persons in the same class were given the same task irrespective of their previous occupation.

Under the orders of the Superintending Engineer these tasks were in December 1899 reduced to 6, 3 and  $1\frac{1}{2}$  cubic feet.

17. Payments were made in strict proportion to results. The maximum that could be earned was fixed at the maximum permissible under Appendix V of the Famine Relief Code, there was no minimum. No allowances were made by the Public Works Department to dependants, but the Collector permitted the Māmlatdars to relieve such of them as were in distress. At first no allowance was made for rest days, but in January the Superintending Engineer directed that on test as well as on regular relief works, work was to be stopped for one day in the week and that for that day wages were to be paid equal to the Code minimum.

The maximum wages were but rarely earned, but there is no reason why, if the people had chosen to work, they should not have performed the full task. In ordinary times a woman is able to break from 10 to 12 cubic feet of metal, and the full task fixed for a man was only 8 cubic feet at first, reduced afterwards to 6 cubic feet. Experiments were made with a view to ascertain whether the tasks were excessive, and the results were interesting. Certain individuals were selected at random from among the professional workers, agricultural labourers, &c, and they were made to work hard under direct supervision for two hours, and the quantities broken carefully measured. The best results obtained were the following —

	Quantity broken in 2 hours	Equivalent in working day of 9 hours		Quantity broken in 2 hours	Equivalent in working day of 9 hours
	Cubic feet.	Cubic feet		Cubic feet	Cubic feet.
<i>Professional labourers</i>			<i>Ordinary workers</i>		
Mahār	4 35	19 57	Kunbi	3 84	17 28
			Dhangar	2 90	13 05
Charan	5 60	25 20	Bhil	3 31	14 89

This particular set of observations was made from 3 P.M. to 5 P.M. when the workers had already been long at work and would presumably not be as fresh

as in the morning, but the work had been for some time in operation and probably none of the men whose outturn was tested were new to the work. On other works where similar tests were made the results were not so good. On one a professional labourer (Mahár) broke the equivalent of  $6\frac{3}{4}$  cubic feet in the day, and four unprofessional labourers each the equivalent of  $4\frac{1}{2}$  cubic feet. On another the outturn of 4 men whose work was tested averaged  $5\frac{1}{2}$  cubic feet a day.

18. The wages earned on the test works were everywhere low, and in spite of this circumstance the numbers did not diminish, but on the contrary increased. This showed that ordinary work was not procurable—a fact that was fairly patent before—and that probably many of the people had no means of subsistence and had to accept work at however unremunerative rates. There were signs too of some of the people falling off in condition in consequence of the reduced diet on which they had to subsist. These circumstances combined caused a recommendation to be made that the test works should be converted into regular relief works.

19. In the Nasik District when it was decided to open regular relief works operations were confined to large public works.

20. These were under the control of the Public Works Officers. The nucleus of the subordinate establishment was ready and additions were made as necessity arose and opportunity offered. No delays occurred in opening work, but the want of tools added largely to the difficulties of organization. The stocks in Bombay and even in Calcutta were depleted, and I found, on taking charge of the district in November 1899, that it was impossible to obtain any tools on demand. Some old tools, however, were found to be capable of repair, others could be made locally, and at the same time orders were placed for future delivery. Government also gave assistance by ordering and telegraphing for tools, and gradually the difficulties that had been experienced disappeared.

21. The works were not divided into charges, but were under the Public Works Sub-Divisional Officer in whose Sub-Division they happened to lie. In three cases Special Sub-Divisions were formed for famine works—two in charge of Assistant Engineers, and one in charge of a temporary Engineer. No maximum number was fixed for any work.

22. Each *work* had its own establishment consisting of—

(1) The Public Works Officer who, except in three cases mentioned above, had to attend to his ordinary duties as well as the famine work.

(2) Subordinates such as overseers and sub-overseers, permanent and temporary, according to the necessities of the work.

(3) Maistries, calculated at about one for every 1,000 of the working population.

(4) Cashiers, calculated at about one for every 4,000 of the persons to be paid.

(5) Mustering Kárkuns in the proportion of one to every 250 to 300

(6) The Special Civil Officer appointed by the Collector, and his kitchen establishment

(7) The Medical Officer and his establishment

In most cases the kitchen sheds and some, if not all, of the hospital sheds were ready before the Camp was opened. Sites were selected for latrine trenches, and wells were dug. Shopkeepers from neighbouring towns asked permission to put up shops and they were shown the lines fixed for the bázái and permitted to erect their own sheds. At first there was a dearth of Hospital Assistants.

23. On test relief works tickets were at first required. Those persons whose homes were within 5 miles of the work were required to produce admission orders signed by the Mamlatdái or Head Káikún of the táluks, and others orders signed by the village authorities. These orders, however, were dispensed with later on. On the regular relief works admission was free to all, and no distance test was insisted on. But, when it was found necessary to draft people from one work to another, those who lived in the vicinity of the first were drafted to the other in preference to those who had travelled long distances. Residence on the works was compulsory until the rains commenced in June.

24. As a rule during the dry season the people displayed no hesitation in travelling 20 or 25 miles to a work. At the commencement, when works were few, some people travelled as much as 80 miles to a work and when works were in operation in all parts some people were found at a work more than 50 miles in a direct line from their homes. But this was a special case. The Camp at which they had been employed was reduced in consequence of cholera having broken out and they, with others, had to be drafted to a more distant work which was then opened.

25. For famine purposes officers of the Public Works Department were subordinated to the Civil authorities.

26. A Civil Officer was appointed to almost every work. For the most part they were selected from among the clerks in the Collector's and subordinate offices, but two Native gentlemen, not in Government employ, offered their services free of charge.

The Public Works Officer had general charge of the Camp, and was responsible for every thing connected with it, with the exception of the preparation and distribution of food in the kitchen and the treatment of patients in hospitals. He had to lay out the Camp, see to the erection of huts, construct the kitchen and hospital sheds, arrange for the water-supply and select sites for the latrine trenches. He had also to see that graves were dug ready for use according to the scale and of the dimensions laid down in instructions issued to them.

The Special Civil Officer was, under the orders of Government, partially under the control of the Public Works Officers. That is to say, he was

appointed by the Collector but could be posted by the Superintending Engineer. He was also to submit his reports through the Public Works Officer in charge of the Camp and the Executive Engineer, but this was not insisted on in the Násik District.

He had full authority to satisfy himself that measurements were correctly and punctually made, but, as a matter of fact, this was a technical matter of which he could have but little knowledge.

He attended at the Court of Admission and assisted in the registration and classification of applicants for work he had nothing to do with the calculation of wages, but he was required to see that payment was not delayed and, as far as possible, that the wages reached the individuals entitled to them he had to see to the market arrangements and satisfy himself, in consultation with the Medical Officer, that none but wholesome food was offered for sale he was required to listen to and investigate all complaints, to procure sweepers and see that the surroundings of the Camp were clean and that the orders regarding the protection of the water-supply were carefully attended to, and he had the entire care of the children and infirm persons

27 The Special Civil Officers had no concern with the tasks. If deviations from the prescribed tasks were necessary these were made by the Public Works Officer in charge of the Camp acting under the orders of the Executive Engineer

28, The gangs consisted of about 50 persons, generally from the same village. After the works had been in operation for some time endeavours were made to separate those who were willing to work from the lazy ones, so that the former should not be fined for the laziness of the latter, but no coercion was employed. When the work was breaking metal each individual's work could be seen and even roughly measured, and it was easy to distinguish between the willing workers and the others without forming separate gangs, but on earthwork the quantity executed by any individual would not be measured even approximately, and if some of the members of the gang were specially lazy the whole gang had to suffer. This was explained again and again to the workers and then Mukádam, but they could not be induced to protect themselves against the indolent workers,

29 The classification of labourers was that proposed in paragraph 445 of the report of the Famine Commission of 1898 and the wages scale was that given in Appendix V of the Bombay Famine Relief Code, with the following amplification ordered by Government, Those persons who performed the prescribed task

100 per cent. received maximum wages

Between 75 per cent and 100 per cent received intermediate wages

Between 50 per cent. and 75 per cent received Code minimum wages

Less than 50 per cent were liable to be paid only penal minimum wages,

These percentages were in August lowered by  $12\frac{1}{2}$  all round

The introduction of the penal minimum was an admirable step from every point of view. It has been proved in the late famine that an adult can exist and remain in fairly good condition on the equivalent of 9 chataks of grain a day. He probably cannot save anything out of his wages or even indulge in any little luxuries, but I am very strongly of opinion that a man who can work, but will not work, should not receive from the State more than enough to keep body and soul together. If such a man receive more than this, all incentive to work is removed, and the result is demoralisation and pauperisation.

This is a most important consideration, but the saving to Government by payment of the reduced wage is not to be despised. The exact amount cannot be easily ascertained, but I should estimate the saving in this district amounted to not less than  $1\frac{1}{4}$  lakhs of rupees.

31. The Code task system was introduced from the outset on regular relief works, and it was only during the last month of the famine, November 1900, that the system of payment by result was adopted. At that time only 3 works were open, and all were conducted on the piece-work system.

32. Judging from the experience gained during the past famine, I am of opinion that in times of acute distress the system of payment by results is unsuitable. There are undoubtedly objections to the task work system, but I cannot think of any system to which there would not be greater objections. The one adopted in this Presidency during the late famine is fairly elastic and the introduction of the penal minimum seems to meet all requirements. The length of the working day should, I think, be fixed. In the Násik District it was fixed, with the sanction of the Commissioner, at 9 hours, and those who were late at the roll-call were liable to lose half a day's pay. Punctuality should, I think, be an important feature of famine works.

33. The tasks were graduated according to the class of workers, and the total task for the gang was arrived at by summing up the tasks for the individuals. No allowance was made for the distance the workers had to come, and, until the rains commenced, the people were required to reside at the works. In August, as stated above, changes were made by Government in the direction of greater leniency by lowering by  $12\frac{1}{2}$  per cent. the limits within which fines were to be imposed. This was an order of general application and was not issued in consequence of representations made from the Násik District.

New-comers were not subjected to fines. For the first 10 days or so they received full wages irrespective of the quantity of work done, for the next week they received, if the full task were not done, wages intermediate between the maximum and the minimum, in the succeeding week they were liable



to be fined down to the Code minimum, and put until the week following were they liable to be fined down to the penal minimum. Thus, they had ample time to learn the work they had to do, and there was ample time to observe their condition before they were subjected to the lower wages.

34. The wages, in my opinion, were admirably arranged. The people, as a rule, remained in a good condition, but there was no evidence of their having been able to save out of their earnings they received. Except on one work (which is situated in the Ahmednagar Collectorate) copper coin returned freely from the Bannas. On that one work it was reported that the workers preferred to go to their own villages on the rest-day and spend their earnings there rather than in the Camp Bazar. In consequence copper coin could not be obtained in the vicinity of the work in quantities sufficient for requirements and had to be procured from towns as much as 20 miles away.

35. A rest-day wage was given on all regular relief works, the allowance being one-sixth of the Code minimum wage for every day an individual worked. An arrangement under which a worker could earn more than the full wage in order to support himself on the rest-day could have been difficult of application, and a large number of the people would have received nothing at all for the rest-day. This would have been equivalent to paying less than the penal minimum wage under the existing system.

36. I consider the Code minimum wage too high for those persons who are vitally lazy and the penal minimum seems admirably suited for such persons. Government have repeatedly shown that they do not desire it should be applied to all, irrespective of their powers and their condition, and officers in charge of works were not only empowered, but were required to see that weakly persons who were physically incapable of performing the prescribed task were not fined below the Code minimum.

37. On the regular relief works the Code minimum was the lowest wage at the outset and the penal minimum was not introduced in the Nasik District until March. It was enforced immediately orders were received, and all able-bodied persons who performed less than 50 per cent. of the prescribed task were fined down to the reduced minimum.

The following figures show the percentages of persons in receipt of the penal minimum wage on the works in my charge during the last week of each month from March to September and in the week ending 17th October 1900 —

March	43	per cent.	of the total workers
April	37	"	"
May	31½	"	"
June	42	"	"
July	52½	"	"
August	56½	"	"
September	38½	"	"
October	36½	"	"

These figures show that if the penal wage were not the wage generally earned, it was the wage earned by a very considerable portion of the workers. No undue severity was shown, but the workers as a rule were incorrigibly idle. They appeared to think that the famine work was a picnic on a large scale devised for their benefit. They had their friends and relations about them, they had no cares, and their aged dependants and young children were well tended and had better food than they probably had ever had in their lives, unless they had been on a former famine work, and the penal wage, small as it was (it amounted to 7 annas 3 pies a week including the Sunday wage when grain was at 17 lbs to the rupee, for those who had been present during the whole week), it was sufficient, apparently, for their wants, and they were content to exist, doing no more work than they were obliged to do.

These remarks seem to show that even the penal wage is too high, but there are two objections to any further reduction. In the first place, people on a famine work have to be protected against themselves, and though it has been shown that they can exist and remain in fairly good condition on the penal wage, it is possible that with a lower wage their health may be seriously impaired. In the second place, there is danger that in a large Camp of 15,000 or 20,000 persons some, who are physically unfit to do the prescribed task, may be overlooked and subjected to the penal minimum and suffer in consequence. The same danger exists at present, but not much harm can be done before the error is discovered and rectified.

38 In the case of those who had been sometime on the works payments were made weekly. It may possibly be desirable to make bi-weekly payments, but I do not think it would be practicable. The labour involved would be enormous and would necessitate a very great increase in the establishment. Measurements have to be made and the ratio of the work done to the prescribed task calculated, and the fines to be imposed in each case worked out before payments can be commenced. The payments alone take a long time and only a practised man can disburse the wages of 2,000 persons in the day, and when smaller sums are paid the probability is that not more than 1,500 would be paid by each cashier, and it would be necessary to at least double the number of cashiers (I found it difficult to obtain a sufficient number of men to make weekly payments prepared to deposit a sum of Rs 1,000). The mustering establishment would have to be augmented and a greater number of men of the sub-overseer class employed, if more could be found to make the measurements. Again, when payments are made weekly, it is sufficiently difficult to obtain the services of responsible persons to witness them, if they were made more frequently, a large number would not be witnessed at all. Taking these facts into consideration, I am of opinion that it is not practicable to make payments more frequently than once a week.

39 When people first came on a relief work they were, in some cases, paid daily for the first week or so. In other cases grain orders were given for the first two weeks by the Public Works Officer or Special Civil Officer, and the value of the grain deducted from the wages due at the end of the week and handed over to the Bania who was not allowed to charge interest for this temporary accommodation.

40. Payments were made to the individual, and strict orders were given that the head of the gang was not even to touch the money. As a matter of convenience it would be desirable to pay the head of the gang, but if that were done, the weaker members would certainly be robbed.

41 I give below figures showing the average numbers of persons in receipt of different wages on three works in the district. The Wasāli Tank was opened on the 16th April 1900 and the figures in that case are interesting as showing the operation of the orders of Government, directing that fines should be inflicted gradually. In this case the figures for two months are given.—

### A

#### *Odal Tank Camp for April 1900*

Wage.	WEEK ENDING							
	7th		14th		21st.		28th	
	Average Number	Percent-ago	Average Number	Percent-ago	Average Number	Percent-ago	Average Number	Percent-ago
Maximum	1,957	12½			2,649	17½	3,555	31
Intermediate	565	3½	678	4½	1,431	8½	313	2½
Code minimum	1,493	9½	2,110	14	3,170	19½	1,810	16
Penal minimum	11,819	74	12,218	81½	9,142	56½	5,729	50½
	15,364	..	15,003		16,591		11,352	

### B

#### *Khudi Sathe Camp for May 1900*

Wage	WEEK ENDING							
	5th		12th		19th		26th	
	Average Number	Percent-ago	Average Number	Percent-ago	Average Number	Percent-ago	Average Number	Percent-ago
Maximum	374	7½	944	17½	1,318	10½	1,072	30½
Intermediate	1,658	34½	1,592	40	523	8	477	7½
Code minimum	2,513	52	2,100	40	3,472	51½	3,060	62
Penal minimum	297	6	646	12½	1,401	21		
	4,832		5,291		6,710		6,406	

*Wasah Camp for May 1900*

Wage	WEEK ENDING							
	5th		12th		19th		26th	
	Average Number	Percentage	Average Number	Percentage	Average Number	Percentage	Average Number	Percentage
Maximum	2 238	51½	1,514	31½	1 860	33½	1 773	35½
Intermediate	2 165	48½	1 810	37½	1 048	21	1 285	25½
Code minimum			1,507	31½	1,306	28	1,047	21
Penal minimum	..	..			880	17½	871	17½
	4,453		4 840		4 909		4,976	..

## D

*Wasah Camp for June 1900*

Wage	WEEK ENDING									
	2nd		9th		16th		23rd		30th	
	Average Number	Percentage	Average Number	Percentage	Average Number	Percentage	Average Number	Percentage	Average Number	Percentage
Maximum	2 071	48	1 013	34½	1 416	34½	775	21½	1 272	35½
Intermediate	580	12	707	10½	454	10½	520	14½	523	14½
Code minimum	1,343	28	1 303	20½	1 150	27½	1,001	31	840	23½
Penal minimum	822	17	910	10½	1 177	27½	1 167	33	960	26½
	4 822		4 607	..	4 227		3,550		3,600	..

Some people remained for a long time on the penal wage and seemed happy and contented.

42 No system of payment by results was in force on regular relief works until November, the last month during which works under me were in operation. The system then was the ordinary piece-work system with no minimum and a maximum equal to the Code maximum. No allowance was made for Sundays, but the kitchens remained open, and in them the dependants of the workers received cooked food.

43 The maximum wage for working children was the equivalent of 10 chataks of grain. Non-working children received cooked food in the kitchen. On works conducted on the task work system weakly persons capable of only light work were classed as "nominally worked" and were paid Code minimum wages. They were not tasked. Those strong enough to work in the gangs, but not strong enough to perform the prescribed task, had to work with the others, but were not liable to be fined below the Code minimum.

44. No contractors were employed at any stage of the famine.

45 Under the system of payment by results muster rolls were maintained and payments were made individually as under the task work system, and, if necessary, the task system could have been re-introduced at any time without notice

46 The Mámlatdáis reported the grain rates at the nearest market town on each market day, and the Special Civil Officer reported the rate in the Camp bázár, if not the same as that in the market town. The rates so reported fixed the wages week by week

In the western part of the district nágli was considered the staple food, and in the eastern jawári or báiri, whichever was the cheaper.

47 Applicants first came to a part of the Camp distinctly marked by a flag on a tall pole. There they were mustered and classified and formed into gangs, the people being permitted, as far as possible, to form their own gangs and to select their own Mukádams. Work was assigned to each gang and the Mukádams were told what task was to be performed. Tools were given out from the store to the Maistri and Mustering Clerk, who in turn distributed them to the individual members through the Mukádams. The work performed was measured up by the Sub-Overseers and Maistris and checked by the officer in charge of the Camp. The muster rolls were completed after it had been ascertained what percentage of the task had been performed, signed by the officer in charge of the Camps who was responsible for fines being imposed in accordance with orders, and handed over to the cashier for payment.

The dependants were mustered under the Special Civil Officer's orders and admitted by him into the kitchen.

The Public Works establishment made all arrangements for water-supply before the Camp was opened and had to supplement it as occasion arose.

The hospital sheds were constructed by the Public Works Department, and the arrangements for the supply of Medical Officers and stores were made by the Sanitary Commissioner. Articles of furniture were paid for by the Executive Engineer.

48 The tasks to be imposed were laid down by Government, and the Collector had no power to order modifications. He had power to direct that certain classes of people should not be paid less than minimum wages. In the one case he exercised this authority his decision was not upset.

51. Workers were never drafted from large to small works.

54 Village works were not under the supervision of the Public Works Department.

92 I believe that several people not in actual need came to works from villages in the vicinity. They had no occupation at home, and a wage of even 7 annas a week was worth earning, especially

when no part of this wage went towards the support of their families who either earned money or were fed in the kitchen

93. The only test which seems to me possible of application is the distance test, but this may act harshly on persons who are genuinely in need of relief, and it could not be suitable for persons of the Ghát portions, many of whom would rather starve than travel to any great distance into the plains

94. In general a kárkun was employed under the Public Works Officer for registering births and deaths. In one case the Special Civil Officer made the arrangements

95. When the mortality has been high it has been chiefly among the children, and I think it has in no case been attributable to unsuitable food, except perhaps among the Mahárs who could with only the greatest difficulty be prevented from eating the flesh of animals that had died of starvation. Deaths did occur in Camps in consequence of diarrhoea produced, doubtless, by insufficient food, but only among persons who arrived at the works in an emaciated condition and already ill

96. At every Camp the water-supply was ample, and the greatest care was taken to maintain its purity. The sources of supply were hedged in and guards appointed to prevent any chance of pollution, and only special persons were permitted to draw the water. By them it was distributed among the workers who came for it. Permanganate of potassium was used once a week generally, and, during the prevalence of cholera, twice a week. Some of the people at the very outset objected slightly to the coloured water, but in no place was anything approaching a scare produced by the use of the permanganate, and in a very short time they used the water freely, even when, as sometimes happened, the colour had not disappeared when the well was drawn on. I think the people realised that what was done was done for their benefit

98. The Special Civil Officer and the Medical Officer used to inspect the grain exposed for sale in the Camp bázár, and any found of unwholesome quality was confiscated.

99. At the beginning of the rains the people used some sort of wild vegetable for food. When eaten in large quantities it was said to have produced diarrhoea, but when taken in moderation this particular herb is said to be harmless and indeed to be considered by some as necessary for health. I saw no other wild products eaten

100. In the Násik District there were very few applicants for relief from Native States, not more than about 7 per 1,000 of the total number of people relieved.

105. In different parts of the district complaints were heard at the beginning of the rains, and in October that labourers could not be had for ordinary field work. In some cases 2 annas a day were

being offered and in others 3 annas, but the people preferred to remain on the famine works at the low rate of wages they were earning to seeking for work which, they thought, might not last long.

In one case coolies who were employed on road-work at 3 annas a day deserted the work in order to go to a famine work. Why they should have done this I have been unable to discover unless they heard that full wages would be paid on rainy days on which no work was possible.

108 There has been no departure from the famine Code, except in the matter of the introduction of the penal wage.

109 One Staff Corps Officer and one officer belonging to the Burmah Police were employed in this district. No non-commissioned officers were employed.

112 Nothing that I observed or have heard led me to believe that the massing of people on large works tends to disorganise family life or weaken social restraints. However large the work, the Camps were scattered, and endeavours were made to have people of the same village and of the same caste in adjoining huts, so that in many cases the old village life was continued with only a change of scene.

W. L. CAMERON,  
Executive Engineer, Násik District.

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RAO SAHIB N B SAHASRABUDHA, MAMLATDAR OF YEOLA

*The President* — Were you in Nasik in the famine of 1897 ?

A — No

Q — Were you there in 1898 ?

A — Yes

Q — What *taluka* were you in charge of ?

A — Sinnar

Q — Were you in the Sinnar *taluka* during the famine ?

A — Yes

Q — What was the average outturn of the *lharif* in 1899 ?

A — It was a four to five-anna crop.

Q — Had you any test-works in your *taluka* ?

A — Yes

Q — Did you supervise them or were they supervised by the Public Works Department ?

A — By the Public Works Department

Q — How long did they last ?

A — Four months

Q — And people came readily ?

A — Yes.

Q — Why were they not converted into regular relief works ?

A — They were They were commenced in October and converted in January

Q — What were the labourers' wages at first ?

A — The system was payment by results

Q — Were the wages fixed or were they paid as much as they earned ?

A — As much as they earned

Q — Was it earthwork or stone breaking ?

A — Stone breaking

Q — What was the amount earned by males and females ?

A — I could not say, the works were not under my control

Q — Did the people on test-works gradually become emaciated or did they remain in good condition ?

A — They kept in good condition

Q — Was there any wandering of beggars at that time in the *taluka* ?

A — Yes

Q — Were there any poorhouses ?

A — No

Q — What did you do for the wandering people ?

A — They were put on gratuitous relief in the villages.

Q — What class of people did you bring on to the gratuitous relief list ?

A — Generally emaciated people

Q — On whose report ?

A — On the report of the village officers and as a result of my personal inspection

Q — How many villages are there in your *taluka* ?

A — 105

Q — How many villages did you examine personally ?

A — Almost all.

Q — What was your procedure when you got into the village ?

A — I went round the village and found out if there were any emaciated persons

Q — Did you go from house to house and consult the villagers as to who should be brought on to relief ?

A — Yes

Q — Did you send for the people and look at them before you brought them on to the relief list ?

A — I saw them personally

Q — What about *parda-nashin* people ?

A — There were none

Q — Did you give the allowance in cash or grain ?

A — In grain

Q — Did you give the allowance for a week at a time or how ?

A — Daily

Q — Did you send into the village a quantity of grain ?

A — No

Q — Did you settle with the village *bania* to supply the grain ?

A — Yes

Q — Who made the daily distribution of grain ?

A — The village officers, the *patel* and village accountant

Q — As time wore on did the village list increase ?

A — Yes

Q — Did the people who went to village works leave their dependants behind them or take them to the works ?

A — Some took them to relief works and some left them behind



Q—Did you establish kitchens ?  
A—No  
Q—Had you reason to suspect any cheating in the distribution of grain Did the village officers act honestly ?  
A—Yes, on the whole there were only a few cases in which they did not  
Q—Do you know anything about Public Works relief works ?  
A—No  
Q—Were not village works carried out in your *taluka* ?  
A—Only one, and that was at the end of the famine  
Q—Are you in favour of relief works under the Public Works Department or village works ?  
A—Village works  
Q—Do you think village works could be started in each village ?  
A—Works could be provided for groups of villages  
Q—What sort of works ?  
A—Small village tanks  
Q—Do you use tanks for irrigation in your *taluka* ?  
A—There are none at present  
Q—Can they be made ?  
A—Yes  
Q—Is there much irrigation from wells ?  
A—Yes  
Q—Do the cultivators dig wells ?  
A—Yes  
Q—How deep do they dig ?  
A—From 20 to 30 feet  
Q—Are they *katcha* wells ?  
A—Yes  
Q—When they line wells how do they do it ?  
A—With stones and bricks  
Q—Not with corrugated iron ?  
A—No  
Q—Who makes advances for digging these wells ?  
A—The *mamlatdar* under the sanction of the Collector  
Q—Do they make any wells except those for which they get *talavars* ?  
A—They do make a few from their private resources.  
Q—How much does it cost to make one of these wells ?  
A—Rs 500 including the masonry  
Q—I was speaking of *katcha* wells Could wells be increased in your *taluka* with advantage to the cultivator ?  
A—Yes  
Q—Very largely ?  
A—Yes  
Q—Would it be possible to build a well in every village ?  
A—Yes  
Q—How many acres can you irrigate from such a well ?  
A—Ten acres  
Q—Do you think in every village in your *taluka* if money were forthcoming that ten such wells could be dug with advantage ?  
A—Yes  
Q—That would protect the village against such a year as 1899 ?  
A—Yes  
Q—So that for an expenditure of, say, Rs 5,000 one of your villages might be protected against drought ?  
A—Yes, to a certain extent  
Q—What is the cultivated area ?  
A—In each village nearly 500 acres  
Q—If one-fifth was protected by irrigation that village would be fairly well off in a year of drought ?  
A—Yes  
Q—Are people much indebted to the *sowcar* ?  
A—Yes  
Q—Has land passed out of their possession ? Have they lost all right to it ?  
A—Yes  
Q—Is there any chance of recovery ?  
A—Yes, sometimes  
Q—What is the interest charged ?  
A—Re 1 to Re 1-8-0  
Q—In grain or cash ?  
A—In cash  
Q—If grain is advanced what proportion of interest would they take ?  
A—In some cases 25 per cent in some 50  
Q—What is the principal crop ?  
A—*Bajra*.

Q—How much *bāgra* is obtained from an acre?

A—Four maunds

Q—Is that double-cropped?

A—Sometimes it is

Q—Then there is the *karbi*. What is the total yield?

A—Rs 20 to Rs 30

Q—What is the revenue on an acre of such land?

A—From 8 annas to Re 1

Q—Therefore the revenue is 3 to 5 per cent of the gross produce?

A—Yes

Q—In your *taluga* it may be said that the revenue does not take up more than 5 per cent of the gross produce?

A—Yes

Q—Is cotton sown?

A—No

Q—*Tisi* or *til* or any valuable non-food crop?

A—*Tisi* is sown. Consequently that would pull down the proportion still more. The result is that the *rayats*' holding is a valuable investment when it passes into the hands of the money lender?

A—Yes

Q—On the whole, do you think that the people of your *taluga* are in any way demoralized by the famine that they have just passed through?

A—No

Q—Is there not a feeling that Government will always provide for them now?

A—That is the general feeling

Q—And they don't want to work?

A—No

Q—Has the full area of the last *khariif* been sown?

A—No

Q—Has the full area of this *rabi* been sown?

A—No

Q—Why?

A—For want of moisture

Q—But the last *khariif* had plenty of moisture?

A—There was little *khariif*

Q—The *khariif* was a good crop in October?

A—It was an eight-anna crop

Q—Why did not the people sow the full area? You had good rain in July?

A—For want of cattle

Q—Was there much mortality of cattle?

A—Yes.

Q—What was the reason? want of fodder?

A—Yes

Q—But the forests were open?

A—There is very little fodder in the forests.

Q—What class of cattle died, milch or plough cattle?

A—Both

Q—Is there not a sufficiency of plough-cattle in the *taluga*?

A—No. There is a deficiency, some of the labourers did not come home

Q—Why?

A—Because they had no means to sow

Q—Were *takavi* advances made?

A—Yes

Q—Were they sufficient?

A—Yes

Q—Then they had sufficient means?

A—They never thought of asking for *takavi*.

Q—Am I to understand that you did not take action without their asking for *takavi*?

A—In some cases we did

Q—Do you know the difference between the code task and the intermediate system of relief works?

A—Yes

Q—In your villages did you ever hear them discussing the merits of these two systems?

A—Never

Q—In your *taluga* you have no large landlords?

A—No

Q—Are money-lenders purchasing a large number of the *rayats*' holdings?

A—No

Q—Did the money-lenders help the tenants in the famine?

A—They were not liberal

Q—Did they do anything for them? Did they suspend payment of interest for instance?

A—I cannot say?

Q—When the crops were ripe did they attach them for rent?

A—Yes

Q—So that while you were supporting the *rayats* on public works the money-lender was attaching the crops?

A.—In some cases In some they gave the crops to the *bania* on account of old debts

Q—Was the crop generally attached or was that done only in individual cases?

A—*Sowcars* generally did it

Q—Who pays the land revenue when the cultivator is in debt to the money-lender?

A—They both pay it.

Mr. Nicholson—Supposing you began to dig wells at the cessation of the rains, at what depth would you come to water?

A.—At 15 to 20 feet.

Q—In rocky or easy soil?

A—In both

Q—Is there a large area in which *latcha* wells might be dug?

A—Yes

Q—What would they cost?

A—Rs 200.

The President.—How many days would it take to dig such a well?

A—One and half months in the moorum soil.

Mr. Nicholson—How many irrigation wells are there in your *taluka*?

A.—600

Q—Irrigating how many acres?

A—I cannot say

Q—How many were constructed from *takavi* in the famine?

A—*Takavi* was given for old wells only

Q—Do you ever grow *juar* simply for the sake of fodder?

A—No

Q—Had you many weavers in your *taluka*?

A—We had some

Q—Were they relieved by Government?

A.—No

Q—By the Charitable Relief Fund?

A—Yes

Q—Are the weavers employed in ordinary years in cultivation work, such as weeding at harvest?

A—No

Q—Why is that?

A—Because they get a sufficient livelihood without it

Q—They are not accustomed to work in the fields, are they?

A—No

Q—Their lands might get blistered with the tools?

A—Probably

Q—What was the *kharif* area in 1897-98?

A—140,000 acres

Q—What was the area in the current year?

A—126,000 acres

Q—What was it in 1898 99?	.	.	Acres
Ditto 1896 97?	.	.	A—125,000
Ditto 1895 96?	..	.	121,000
Ditto 1894 95?	.	.	127,000

Q—The average seems to be 127,000, and the present is normal?

A—Yes

Mr. Bourdillon—You say that in June, July and August the high mortality was due partly to cholera and partly to exposure But there is the same exposure every year, is there not?

A—The cultivator does not generally work in the fields for so long

Q—Do you mean for such long hours In most years during the hot months there is no agricultural work and they remain in their houses?

A—Yes

Rai Bahadur Syam Sunder Lal—What is the proportion of irrigated land to non-irrigated?

A—Five per cent of the total cultivation is irrigated

Q—Is this irrigation done by wells?

A—Yes

Q—How much land can be irrigated compared with former times?

A—One-third

Q—Do you mean that the capacity of the well is reduced by one-third?

A—Yes

Q—What is the value of an acre of land if the cultivator mortgages his land to the *sowcar*?

A—Rs 200

Q—Have you ever tried prickly pear as fodder for cattle?

A—Yes, but without success The cattle did not take to it.

## Rao Saheb N. B. SAHASRABUDHE.

*Answers by Rao Saheb N. B. Sahasrabudhe,  
Mamlatdár, Yeola in Násik District, to the  
questions drawn up by the Famine Commission.*

### INTRODUCTORY

*Question 1*—The rains commenced in the first week of June 1899 and they were heavy in the first two weeks. Before they properly commenced there were few stray showers in the month of May. Before the proper monsoon there was heavy wind and storm. The outlook was not so bad as it proved to be. There was sufficient heat and there were every prospects of rain.

In the year 1897 there was famine in the Sinnar Táluka, though the rainfall of the táluka was nearly up to the average and the harvest was not so bad as in the subsequent two years. The famine was felt on account of high prices. The year 1898 was not so favourable and the rainfall was less by eight inches. Some villages in the east suffered from the delay in the rainfall in the months of July and August. The fall of September was of use for the rabi crops. This táluka being of two thirds for kharif and one-third for rabi, the harvest (kharif) of 1897 was normal. The kharif harvest of 1898 was not so good as that of 1897 and the rabi harvest was unfavourable.

2—The kharif sowing was not up to normal, 95 per cent of the cultivated area was sown.

The actually cultivated area of the kharif crop for the five years, 1891-92 to 1895-96, was taken and the average found out.

3—(a) The average rainfall of the Sinnar Táluka is about 29 inches,

(b) The actual rainfall of 1897 was 9.71 and it represented 33 per cent of the average,

(c) The rains practically ceased from the month of July though there were scanty showers afterwards, and

(d) The distribution of the rainfall from June to September, both inclusive, compared with the average was as below.—

	Average	Actual, 1899
June	7	5.92
July	8.75	7.7
August	4.50	8.8
September	5.87	12.8

4—The percentage of a normal kharif harvest on a normal cultivated area was 38 for the year 1899.

5—The percentage of the total population of the Sinnar Táluka which depends exclusively on agriculture is as below.—

(a) Petty cultivators—34 per cent

(b) Labourers—41 per cent

Fam 92—1

## PRELIMINARY ACTION

6.—It was not from the fact of the failure of crops only that relief was necessary but some tests were taken which proved that it was so

7.—The following were the facts observed —

(1) Want of labour owing to the stoppage of agricultural operations due to want of rain

(2) Bad condition of the labourers

(3) Reports from village officers and personal observation that the old and infirm people began to starve

(4) Sāvkarā began to withhold advances to cultivators

(5) The number of beggars began to increase in large towns

(6) Change in prices, importation of foreign supply

(7) Reduced condition of the cattle and their deportation to hill countries

8.—(1) Discretionary relief was given where necessary,

(2) The forest was opened for free grazing, and

(3) In the month of October a test work was opened in the tāluka

11.—The following was the order of the relief measures —

(1) Discretionary relief

(2) Test work

(3) Opening of the forest

(4) Kitchens on works

(5) Organisation of private charity in the Sinnar Town

(6) Poor-house

12.—The system that was instituted for local inspection and control and the period for which it was instituted were as under —

(a) The village relief by dole was given through village officers appointing Banias for supply of grain, and it was supervised by ordinary Circle Inspectors and ordinary Māmlatdār since September 1899 to July 1900

From 1st May 1900 the Tagāi Head Kārkun was also asked to supervise and control village relief, and from the month of August 1900 two special Circle Inspectors (Relief) were appointed in addition

(b) No attempt was made to stimulate the local employment of labour

(c) A committee was formed of private persons for the town of Sinnar to distribute charity in the month of April 1900

(d) The general condition of the people was observed by the village officers, ordinary Circle Inspectors and Māmlatdārs, also by the Tagāi and Relief Head Kārkins and Relief Circle Inspectors since their appointment as stated in (a) above.

13 — Loans were issued from the month of December 1899 —

	Rs
Under the Land Improvement Loans Act	4,840
Under the Agriculturists' Loans Act—	
	Rs
Seed ..	17,025
Plough cattle ..	11,214
Fodder ..	6,137
Subsistence ..	1,309
	<hr/> 35,685

*Condition* — Loans under the latter Act were granted free of interest and recoverable by instalments after one year of the grant, the former according to the ordinary rules. They were granted to agriculturists only

14 — Irrigation wells can be made in the Sinnar Taluka throughout, the depth below the surface of water on the cessation of rains in 1899 was on an average from 6 to 8 feet. The digging of wells was encouraged by loans and it was successful—

- (a) in securing the crop on the soil,
- (b) as a permanent improvement in a rare case,
- (c) it was not on a large scale and so it did not provide labour.

The digging of trial well shafts was contemplated but no advantage of the arrangement was taken by the rayat under the existing conditions

15 — Road works, where metal was being broken, were first undertaken as test works from District Local Board funds but under the supervision of the Public Works Department

16 — On test works the task was the following —

Breaking metal, Class I . . .	8 o ft.
Class II . . .	5½ c ft
Class III . . .	2½ c. ft

and it was taken from every one irrespective of previous occupation

17 — The payment was in strict proportion to the results. There was a maximum wage but no minimum. There was no rest-day allowance, nor an allowance to dependants

18 — The number on the test work began to rise, and when the labourers saw that it was only a test work, they began to join other relief works in the Ahmednagar District and it was in the month of December 1899, when the number on the village gratuitous relief began to increase, it was thought desirable to open a relief work with a kitchen and shed for dependants. The work was opened on the 7th January 1900 at Khopdi Camp

#### LARGE PUBLIC WORKS.

19 — In the month of January 1900 large public work of road-making from Sinnar to Wāwī was opened.

20 — It was under the control of the Public Works Department. The supervising establishment was ready at the beginning and there was very little delay in opening the

work Tools and plant were not sufficiently available to cope with the increasing number of workers as the number exceeded the estimate

21—The work was not divided into charges, it was done in one charge No maximum was prescribed

22—The charge was one only and it had its establishment as per details below —

- (1) Supervisor . 1
- (2) Sub overseers 2
- (3) Maistris . . 1 for each 1,000 workers
- (4) Mustering karkuns . 1 for each 250 to 300 workers.
- (5) Store-keeper.. .. 1
- (6) Cashiers 1 for each 1,000 workers
- (7) Sweepers—as many as the area and circumstances required.
- (8) Medical officer

As to water and conservancy guards, they were selected from among the workers

Arrangements for hutting were prescribed beforehand, for conservancy and sanitation arrangements were made by special establishments

For water-supply wells in the beds of rivers were dug and water in it was specially protected from pollution by men appointed for the purpose

For food supply markets were opened

23—For medical convenience a medical department was organised, admission was free to all persons ready to submit to the labour test on production of *dakhlas* from Revenue officers at the commencement.

In the beginning distance tests were insisted on at the outset when the work was a test work Residence on the famine work was compulsory until the beginning of the monsoon.

25—Except with regard to the establishment of subordinates and the nature of the work, officers of the Public Works Department were subordinate to a certain extent to Civil authorities

26—There was one Civil Officer for the work He was generally selected from the Revenue Department and from among the clerical establishment The salary was Rs 60 and above He was a representative of the Revenue Department A special Civil Officer had no hand in the measurements as to their correctness and punctuality. The Civil Officer was doing the duties enumerated in Section 420 of the Famine Commission's Report of 1898, except (3) The submission of accounts and reports related to other than the Public Works Department

27—It did not rest with the Civil Officer in charge to decide which of the prescribed tasks was applicable when local conditions were met with affecting the application of the prescribed tasks

28—The gangs were constituted of families and villages, 50 heads being the size of a gang Thus arrangement saved a great deal of trouble of constant dispute among the workers

29 —The classification was adopted the same as prescribed in Section 70 of the Famine Code of 1900, and the wage was the same as laid down in Section 105. The classification system was the same as laid down in Article 445 of the Famine Commission's Report of 1898. Experience shows no necessity for departing from the existing practice.

30 —The present system of classification of labourers under Sections 70, 71 and 72 of the Famine Code of 1900 requires no change. The system works well and no difficulty is experienced.

31 —The Code system of payment was adopted at the outset and was continued to the last.

32 —Experience showed that payments according to the Code system were suited to the requirements. Payments by results would not, I humbly submit, answer the purpose in acute distress as they have no minima.

### 33 —Task

Metal-breaking, Class I	. 8 c ft per head
Class II	. 5½ c ft per head
Class III	$\frac{8}{3} = 2\frac{2}{3}$ c ft per head

Afterwards it was changed to—

Class I	6 c ft
Class II	. 3 c ft
Class III	.. 1½ c ft

It was graduated to the class of workers as above. Full task of its own class was demanded. No allowance was made for the distance the workers had come. The changes in the task were for leniency. The cause of changes and the circumstances which led to them cannot be ascertained except that the original task was rather high.

34 —Experience is that the scale of wages adopted was sufficient for the requirements of the labourers, being neither unduly liberal nor inadequate. Even the penal wages showed no deterioration in the condition of the labourers. Still there would be danger to allow the penal wage to continue for a long time. As a rule sufficiently strong men cannot continue to work for a length of time on the same work which is not their daily avocation. In that case ordinary wages of Class II subject to minimum may not be altered. As to the penal wages the scale might be reduced to 8 or 9 chatáks, but there should be very strict supervision to see that it results not in the deterioration of physical fitness. There were no savings the workers laid by. The copper coin used to return freely to the Banias at the work.

35 —The rest-day wage was not given but an allowance for rest-day equal to one-sixth of the minimum for every day the person worked was given. The latter method is preferable.

36 —The minimum wage is not too high and that fining for short work might be continued down to the penal wage with the safeguard that it might not be continued to a period that the labourer might be reduced to a worse condition.

37 —Minimum wage was allowed at the outset but the penal wage was introduced subsequently and fining was made down to it. The penal wage was the generally usual wage. It was owing to contumacy on the part of the



workers The effect was that the fineing showed a lesson to work properly.

38—Payment was made weekly More frequent payment will not be practicable and desirable,—impracticable, because it requires more establishment and in times of famine, when no trained hands can be secured, the check over it will not be sufficient, undesirable, because people are accustomed to make purchases in the weekly bazars and they have a greater liking to go to bazars than to buy their provisions daily and at one place Visiting bazar is a recreation to them and if wages are paid by that time it is enough and timely

39—On the first arrival payments were not made daily but weekly They were given grain chits on Bannas for the first two weeks for which time wages were allowed full The absence of this system would likely put them in debt

40—Payment was made individually and not to the heads of the gangs Individual payment is more preferable and a safeguard against fraud

42—There was no system of payment by results

43—Children below eight were fed in kitchens, except those in arms who were paid in cash as per Section 109 of the Famine Code of 1900 But this allowance was subsequently changed to 3 pies a day per child The weakly persons capable of some work were paid the minimum wage No task was allotted to them

44—Contractors were not employed at any stage of the famine

45—The system of payment by results was not enforced

46—The price scale was given by the Mamlatdar to the Executive Engineer who calculated wages accordingly It was based on *bañri*, the staple food of the Simnar Taluka No variations in prices were ever neglected

47—In opening the relief work the provisions laid down in Appendix 4, Section 88 of the Famine Code, were strictly observed, and the same conditions were as strictly observed for admitting and classifying labourers, providing for dependants, providing tools and plant, marking out work and measuring it up, paying wages, imposing fines, conserving the water-supply and arranging for hospital requirements

48—Tasks and wages were stiffened or relaxed under the orders of the Local Government

51—No drafts from large to small works were made

#### SMALL VILLAGE WORKS

52—A small tank village work at Maparwadi towards the end of famine, *i e*, in the month of November, was opened in order that the cultivators in the vicinity of their homes might get work

53—It was repairing and taking out silt of an old tank

54—It was conducted under the management of the civil agency

55—It was not conducted by land-holders

56—Code task system was not attempted The scale of wage was specially adopted —

Annas 2 male, minimum  $1\frac{1}{2}$  anna

„  $1\frac{1}{2}$  female, do 1 anna

„ 1 child below 12 years, with no minimum.

This scale was fixed by the Collector

Children below eight years and dependants were not paid, nor fed The scale was fixed with a view to include dependants and children and rest-day allowance

Employment was given to every one demanding it, but preference was given to agriculturists from the surroundings

57—No special system of selection was tried, as by the time it was opened there was ample scope for work in the fields and the work was finally retained as a test work for new-comers

58—There was no chance of observing whether the labourers were attracted by either of the large or small village works, none being in close proximity

59—The desirability of extending small village relief works is commendable, because it affords relief to persons near their homes and thus giving them benefit of looking after their households and cattle So also works of public utility, such as, tanks, irrigation wells and small works of a nature that would help the cause of villagers, would be more appropriate and useful The work of supervising these petty works is a question for consideration.

Experience has shown that in opening large works professional supervision is always required, and it is never sufficiently available Arrangements for sheltering the workers, sanitation, water-supply, food supply, etc, require great expenditure and time, and it sometimes happens that when relief is needed it cannot be given promptly as these requirements are necessary to fulfil It affords no such relief as is congenial to the rural population with regard to their living and habits, while the small village works would do the work of relief according to their requirements and at a moderate charge

The concentration of large numbers of people at one place becomes unwieldy and unhealthy

At villages there is everything ready which is required to be done at large public works

I am, therefore, humbly of opinion that stimulus might be given to small village works, such as, small tanks, irrigation wells, plantation of trees, village *bandharas* and such other works of permanent utility as the villagers require

#### SPECIAL RELIEF

60—There are not many of the aboriginal tribes in the Sinnar Taluka, and those who are found in the taluka came to relief works when necessary along with cultivators and labourers

61—There were no forest and fodder works in the taluka

62—No able-bodied persons were employed on works of private utility at public expense

63—Weavers in the town of Sinnar and from the village of Devpur were relieved by giving them work in their own craft from the Indian Charitable Relief Fund.

64—As a rule these artisans are not accustomed to ordinary labour though they might physically be fit for it. Their habits and living are such that they will refuse to go on ordinary relief works where metal-breaking and mud work is the only task exacted

65—Special relief measures for artisans were successful, both from the points of view of relief and economy. Further, it is more necessary that such works as the production of necessities of life, cloth, etc., when closed on account of famine, heighten the distress of the population, and therefore I think that might be done in this respect under direct official control and assistance

66—In order to prevent mortality of cattle, the concession of free-grazing in the forest was allowed and advances under the Loans Act were made for the purchase of grass. Free donations for purchase of grass were made from the Indian Charitable Fund

The measure had some good effect

67—Operations were undertaken for the supply of compressed grass in the district. From the depôt at Lásalgaon, which is close to the taluka, it was bought by the cultivators

68—Dependants were relieved in the kitchens with cooked food on large works

69—Gratuitous relief was given in the following forms —

(a) Gratuitous relief given at home (Section 57).

(b) Relief to inferior village officers (Section 60)

(c) Poor-house relief (Section 119)

(d) Dependants and children below eight were fed in kitchens at works

(e) Before and after the rains, relief at home was given to distressed agriculturists with a view to encourage cultivation

71—One poor house was opened in the taluka in the middle of the month of May 1900. It was generally attended to by labourers of all castes, but mostly Mhars and Bhils

In the months of June, July and August 1900, the number was large, the highest being 359

72—Poor houses were used for deserving vagrants and immigrants, but it was never used for persons refusing to work as a punishment

73—Measures were taken to weed out at convenient times people who became fit for work and were sent to the works or their homes

74 to 77—No kitchen was opened in the taluka

78—Rations laid down in Section 105 of the Code were given in the poor house. In preparing bread, báji and rice flours were mixed in equal quantities. Ghee was not given but "ámti" was prepared of "tar-dál," condiments, vegetables, and sweet oil. Meals were distributed twice a

day at 10 A M and 5 P M People were compelled to feed on the premises and not allowed to take the food away. The mixture of the two corns was found by medical opinion to be congenial food to the famine-stricken, and as the rice was a cheap grain it was also economical

In case of sickness or weakness the food was varied and it was added to or substituted according to the direction of the Medical Officer

79—Gratuitous relief lists were prepared by village officers and checked by Circle Inspectors, Relief Head Karkuns and Mámlatdárs. Every fortnight the Circle Inspectors used to inspect the recipients, the Head Karkuns and the Mámlatdárs as often as they could

80—Payment was daily made in grain at the village chávdi

81—Besides those mentioned in the Code, agriculturists were given village gratuitous relief during the months from May to September 1900

It was found that when the agriculturists returned home for agricultural purposes they wanted relief

82—Cooks of Marátha high caste were employed. A Gujaráti woman and a family of a weaver objected to take cooked food since they entered the poor-house. They cooked their own food

83—Kitchen attached to the large work was in charge of the Civil Officer. Special Inspecting Officers, Mámlatdár, Divisional Officers, Collector, supervised and checked their work

84, 85—No cheap grain shop was opened in the taluka

86—About 20 per cent of the land revenue was suspended, the matter of remissions has not yet been finally decided

87—The failure of the crops and the general capacity of individuals were taken into account in determining suspensions. The individual capacity was determined from information of the village officers and by personal inquiries

88—Suspensions were determined after the collections of revenue began

90—The revenue was collected till the end of the revenue year and the balances at the close were ordered to be suspended. Therefore sufficient relief has reached to right persons

#### GENERAL

91—The whole taluka consisting of 73,000 population was affected. The highest number relieved was about 14,000. It exceeded by 2 per cent, the reason for it being that the relief work was crowded by men from other talukas, and the taluka being solely agricultural and was met only two years ago by famine and better part of it was affected by plague. These left no resources with the people and hence the increase in the number of relief seekers

92—Experience showed that the relief was never excessive. It was timely and not defective, because no emaciation was apparently observed on relief works and in villages, and also the death rate did not strikingly exceed the normal, except for epidemics in the months of August and September 1900

93—This taluka consists almost entirely of occupancy tenants and agricultural labourers and they received the relief in the proportion of 2 to 3 respectively

94—The resources of the population being scanty by successive famines and the disappearance of the prejudice to go to relief works, made people ready to come on relief camps.

95—It was on account of the fact that private relief was contracted that people sought State relief and, I think, it was rare that people went to seek for relief with a mind not to exhaust their resources to the last pie

96, 97—The tests of the Code are sufficient to prevent persons from seeking relief not in need of it

98—The system of registration of births and deaths in villages was the same according to Symonds' Revenue Manual Village Form No 14. It was done by subordinates of civil agency in charge of relief camps, kitchens, poor-houses, &c

99—There was high death-rate in the months of June, July and August, and I am of opinion that it was not due to unsuitable and insufficient food but due to sudden changes of climate at the commencement of the monsoon, which exposed the people to severe wind and cold after being sufficiently burnt up in the sunshine in the months of March April and May 1900

100—Impure or insufficient water-supply was not a perceptible cause of increased mortality. Measures were taken to improve the water-supply of the taluka by digging new wells by clearing and deepening old ones, by making *siras* in the beds of nullas, and every care was taken to prohibit it from pollution. At relief work and poor house best water was procured and disinfected with permanganate of potash 24 hours before use and kept under lock and key. The wells in villages and other sources of water-supply were also treated with the same chemical when epidemic was prevalent. The use of potash permanganate in wells and other sources of water-supply was made once in a week

101—Sanitary arrangements were made on relief work and poor-house in the following manner—

(1) Trenches at a sufficiently long distance from the camp in the lee ward and not in the direction of water-supply

(2) Camp sites were every day cleaned by establishment specially entertained for that purpose of sweepers and scavengers

(3) In the poor-house separate latrines were erected

(4) In the hospitals attached to the poor-house and famine work special accommodation was made for patients

(5) The water-supply of both these places, where it was from river, was watched from pollution by special guards. Where it was from wells they were cleaned, deepened and watched night and day

(6) In kitchen attached to the camp, children and dependants and the inmates of the poor house were made to keep their bodies clean

(7) Cholera and epidemic sheds were erected at considerable distances and measures were taken to keep sites clean and comfortable

These arrangements were sufficient and were under the supervision of the Civil Officers. The Mamlatdar, Assistant Collectors, officers of the Sanitary Department, District Medical Officer on famine duty and Special Famine Officers supervised them from time to time

102—There was a regular inspection of the gram shops on works. Interior and unwholesome grain was found on the camps brought for sale, but measures were so severe that sale of such was at once prohibited

103—Some people were found to supplement their food with wild products, such as, pear fruits, jungle roots, &c. But no appreciable effect was observed on them.

104, 105—No emigration from Native States was observed

106—At the end of the famine, orphans that were on register were allowed to go with their friends who promised to take care of them, and some were sent to Násik to be sent to the Missionaries

107.—The classification of the objects of the Charitable Fund is sufficient and proper, and I have nothing to suggest in the management of the Fund

108, 109—No complaints of the nature were heard of and there was no rise in the prices of food by any defects in railway carriage

110—Very few complaints were heard that labour for agricultural purpose was short owing to the attraction of relief works. This was after the rains and continued for a week or so

111—Recently the tendency has been observed to double cropping and substitution of food crops for other crops, and the result is that the average of the crop outturn is sometimes below the normal

112—The system of paying wages in grain prevails in the taluka

There is no tendency to substitute a cash for a grain wage

The cash wage has not risen in sympathy with the rise in prices.

113—The provisions of the Famine Code have not been departed from except in the following cases —

- (1) Granting gratuitous relief to agriculturists at the time of field labour
- (2) Introduction of the penal wage.

Both these were justified to encourage cultivation and prevention of idleness and contumacy respectively

114—Staff Corps officers were employed in supervision, officers of the Native army and non-commissioned officers of the British army were not employed in minor posts

Pensioners might be employed in supervising establishments

116—Changes as per (b) tended to reduce the death-rate, but no noticeable increase in the number of people seeking relief was observed, as the relief was not sought on account of test only but as a necessity resulting from exhausted resources

The change in (d) mode of calculation of fines, though resulted to bring in good work, had no effect on the health of the workers, nor was there any disorganisation or wandering

117—My experience showed that there was a likelihood to disorganise family life, to weaken social restraints, and to relax moralities on large relief works. These can best be avoided by making gangs of families and villages as was done

Furthermore, small village works if organized would be more useful in minimising these evils

NARO BHASKAR,  
Mámlatdár, Yeola, Násik District

*Dated 11th January 1901*



SUMMARY OF THE EVIDENCE OF LAXMANRAO VINCHURKAR  
(*Non-Official*)

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People could earn the full wage I cannot say whether they did or no.

The failure of the crop was not entire Some five or six annas I do not know anything about gratuitous relief

I personally saw that under the payment by results system, people only got four or five annas a week This was in August I cannot say what was the task.





75—  
MR. LAKSHMANRAO VINCHURKAR.

*Answers by Mr. Lakshmanrao Vinchurkar to the questions drawn up by the Famine Commission.*

PRELIMINARY ACTION

*Question 7*—Failure of crops coupled with an abnormal rise in price of the common staple food-grains caused a panic, the intensity of which can better be imagined than described. It is a well-known fact that nothing on earth can induce the cultivating and the labouring classes to leave their homes, howsoever humble their callings and howsoever limited their resources. Notwithstanding these characteristic features, a careful surveyor could easily discern a marked tendency on the part of the people to leave their village in search of employment. This of all others I consider to be the highest proof of distress.

8.—The extent of distress was gauged, and I believe rightly so, by the opening of test-works in different centres. These were, I know, strictly carried on in accordance with the provisions of the Famine Relief Code and proved to be a trying test. I mention these facts simply to show that the workers withstood this trial and flocked on to the works with eagerness.

11—Government forests were first opened. This, to my knowledge, proved to be a great boon, and if the question of opening Government forests in times of scarcity be further considered and a liberal policy instituted, a great stride will, I submit, have been made in the administration of famine relief. I am of course not in a position to offer definite remarks on this difficult and important subject, and all that I can say is that if with certain restrictions the poorer and labouring classes be allowed to take dry wood and grass free of all charges till such time as Government may see fit to fix, they will be able to stand the stress for a considerable length of time.

Immediately after the opening of Government forests test-works were opened and kitchens attached to the large relief works. Poor-houses came on next.

As far as I am aware, no attempt to an appreciable extent was made to organize private charity although something was done at the town of Yeola and the village of Vani in the Dindor Taluka. Much more can, I think, be done in this direction if the high officers, the influential Native public and especially the wealthy merchants be induced to make a combined effort. No agency other than high and influential Government officials can be a better canvasser.

13—Tagái grants were freely distributed, though not as freely as the exigencies of the case demanded. My experience as a layman on this subject leads me to think that immediately the symptoms of an approaching scarcity become vivid a regular village to village inspection should be instituted to ascertain the real needs of the cultivators. To avoid undeserving persons being enrolled as fit applicants for tagái the enquiry should be publicly and openly made in the village *chávdi* in the presence of all the villagers. Similarly, after the applications are sanctioned payments should be made publicly at each village. Thus all the money will immediately and safely pass to the applicants' hands.

Another point which I would submit for consideration is that no restrictions as to grant of tagái advances should be imposed on applicants whose lands are mortgaged or otherwise encumbered. For, the majority of the registered occupants are mere tenants at the mercy of the *sávkárs*. To secure this reform legal provisions may, if necessary, be made in the Land Revenue Code and the Tagái Act so as to secure repayments of the advance as the first charge on the applicants' landed estate.

14—It does not appear to me to be practicable to institute a general scheme of irrigation by means of Government wells intended to serve needs of an entire village or group of villages. The cost will probably be a prohibitive one not to speak of the uncertainty of the supply of water in famine years, when alone the real usefulness of the wells can be judged. In these circumstances, I consider the present plan of encouraging the sinking and repairing of wells by means of loans to be the only practical one. There is, however, in my humble opinion, a considerable scope for the enlargement on a grand scale of village tanks and *canal* and *pat* irrigation generally. This subject is already under the prominent consideration of Government, and I need hardly allude to it at greater length. Suffice it to say that if the crores of rupees that are spent on metal-works started for relief purposes be in good time spent on irrigation work, Government will not only be able to effect one of the most-pressing reforms, but will financially gain in the long run.

(a & b) As the grant of tagái advances could only serve the purpose of sinking or repairing a well here and a well there, they were no good so far as the general failure of crops in the whole village was concerned. Judging from this point of view the very limited number of new wells made by the people out of the tagái grants can hardly be looked upon as a permanent improvement.

(c) The employment of private labour in connection with the sinking of wells by land-holders provided employment only for a very short time and probably for a dozen or two labourers.

15.—Test-works were first undertaken. These were conducted out of Local Board grants and managed by the Local Board agency.

16.—As far as I know, metal collection was the task exacted on the test-work. The prescribed task was enforced irrespective of sex and previous occupation.

17.—Yes. The task was fixed and payment was in strict proportion to the result. No allowance allowed on rest days, nor any grants to dependants on test-works.

18.—The increase in the number of labourers led to the opening of regular relief works

19.—Large public works were first opened.

20.—I have no information as to whether the scale of supervising establishment was prescribed in advance, but when I took over charge of the relief camp as Civil Officer I noticed no lack of establishment.

In some instances the supply of plants and tools fell far short of the actual requirement and consequently the workers had to be fed in the kitchen for a time.

21.—Works were divided into charges. Fifty men were placed under a mukádam, five such batches under a kárkun and four such kárkuns under a maistry. The maximum was to my knowledge not exceeded. Each charge had its own establishment as shown above.

22.—Speaking with regard to the camp under my charge, I found the hutting materials stacked ready for use. Sweepers were provided for cleaning the sites and the latrine trenches.

Water drawers and water carriers were also employed.

As regards food supply, contracts were given to big merchants in some cases, while in others petty grain-dealers were located at the camps and purchases made from them.

The sanitary and hospital arrangements at each camp were looked to by the District Medical Officer and the officer of the Sanitary Department. Sufficient and suitable accommodation was provided for the in-door patients and the hospital managed by a qualified Hospital Assistant with the necessary staff. The Civil Officer was also charged with the duty of looking to the sanitary arrangements.

23.—Admission to the workers coming to the large work was free. At the Rangári Tank work in the Chándor Táluka admission was restricted to cultivators. This was a Civil agency work undertaken to provide employment to cultivators returning home for the sowing season.

24.—I am unable to answer the first part of this question.

As far as I have been able to ascertain, people from within a radius of 30 miles came on to my relief camp.

25.—Officers of the Public Works Department were subordinate to Civil authorities in all matters except professional ones.

26.—A Civil Officer was attached to each work. He was generally selected from the staff of head karkuns on the taluka establishment. Salaries of these officers varied from Rs 50 to Rs. 100. His position with reference to the officer of the Public Works Department was one of equality. The Civil Officer had full authority to assure himself that measurements were correctly and punctually taken.

27.—The Civil Officer had no authority to decide which of the prescribed tasks was applicable. This matter solely rested with the Public Works Department.

28.—The gangs of labourers were divided into three classes mentioned below :—

- |                       |                                  |
|-----------------------|----------------------------------|
| (1) Males.            | } Each compris-<br>ing 50 heads. |
| (2) Females           |                                  |
| (3) Working children. |                                  |

Every endeavour was made to secure family and village gangs as far as possible. The workers liked the arrangement, and it proved to be a pretty success.

31.—When I took over charge of the camp I found the Code as well as the payment by result system in force.

32.—I have no experience of a previous famine, but judging from what little I know, I feel inclined to believe that the payment by result system would not suit the condition of workers in acute distress.

33.—75 per cent. of the ordinary scale was demanded from all, but the unprofessional workers, such as the Kunbis of the plains and the Konkanis of the Dangs, could not at the outset do more than 20 per cent of the task fixed. Professional labourers such as Mahars and Vadaris, however, could easily go up to 50 per cent. and would have even done the full task, had it subsequently not come to their knowledge that persons doing much work were paid their wages at the same rate as they were. This as a matter of course gave rise to a shirking tendency on the part of the professional labourers. To remedy this defect I would suggest the advisability of prescribing different scales of tasks and wages for the professional and unprofessional workers both at the outset and subsequently.

Later on as the Kunbis and Konkans became accustomed to the work they could work up to 50 per cent, and as far as I am aware there was neither leniency nor severity and when the system of payment by result was subsequently introduced the professional labourers worked more energetically in the hope of earning higher wages.

34—My experience leads me to believe that it is not the Code wage scale when entirely carried that is insufficient, but it is the reduced wage actually earned by workers in accordance with the payment by result and the penal system that I consider to be insufficient, and in support of this view I have to narrate the facts observed —

Workers that came on to the camp in an extremely emaciated condition were at once and without any reservation put on the kitchen ration and allowed complete rest till such time as they were found fit to undergo bodily labour. These temporary inmates of the kitchen generally took about eight to fifteen days to regain strength when they were told off to do work and treated as ordinary workers. I had made it a particular point to notice and watch from time to time the condition of workers referred to above, and as the result of my personal observations I feel no hesitation in declaring that in about a month's time some of the Kunbi and most of the Konkani workers from the Dangs were observed to have gone down so much so that they had again to be admitted into the kitchen. This result I attribute to the insufficiency of food and consequently to the inadequacy of the wages earned in the manner explained above. It may further be added that the whole of the reduced wage did not fall into the worker's hand. This is inevitable and to a big concern like a relief work it is almost impracticable to save the workers from the slips between the cup and the lip. As it happens, the workers are compelled for some reason or another to borrow from the mukadams or from the Banias, who having hardly any bowels of mercy do not lose the splendid opportunity of demanding a very high or in fact a prohibitive rate of interest.

I have stated above that the workers are compelled to borrow for one reason or another, and although it is by no means possible to trace all the causes, it is I think just as well to note the few I have been able to ascertain.

These are:—

The hill tribes are proverbially known to be fond of drinking and they would for that reason forego often and anon any of their ordinary and necessary requirements. Thus immediately the weekly *pagar* falls into the hands of the Konkani he can be seen running on to the adjoining village liquor-shop. The major portion of the wages thus goes to the liquor shop keeper and the Konkans are by their own action compelled to have recourse either to the mukadam or to the Bania.

As regards the Kunbis, it may with justice be said of them that they spend very little on drink, but what I have observed them doing is that on the day of payment they feel strongly inclined to indulgence in their humble luxuries, if at all the indulgence can be so termed, such as buying *gul* and ghee.

I would, however, with due deference observe that even if it were possible to check these evils and to make available the whole of the money earned by the workers for the purchase of grains and other necessities, the scale of wages earned by way of payment by result and penal system would not, I believe, be found to be adequate.

35.—Rest-day wages were allowed on a reduced scale and such a concession is, I believe, absolutely necessary, as the workers could not earn more to support themselves on the rest days.

36 — In my reply to question No 34, I have explained in full detail how the penal wage and the payment by result system operate on the workers. This I think to be a very difficult point to solve, for to prevent demoralization some sort of fine system must be upheld and continued and all that I can say on this point is that if the payment by result system be stopped in the case of non-professional workers and if the system of fining be judiciously and discreetly applied there will be little or no ground for complaint.

37.—The minimum wage was allowed on large works at the outset and fines for short works imposed subsequently

38 — Payment was made once a week and I do not think it necessary to advocate any change as the system of weekly payment caused little or no inconvenience

39 — From the day of arrival down to the next day of payment the new comers were given chits on the authority of which the Baniyas gave them in advance the grain equivalent of the daily wages in accordance with the instructions given by the officers of the Public Works Department, the cost of grain so given being subsequently deducted from the wages due

40.—Payments were made individually and not through the head of the gangs I consider this system to be the best one

43 —The maximum rate on the Awankhed Camp varied from anna 1 pies 9 to 2 annas according to the fluctuations in the prices of staple food-grains communicated by the Mámlatdár from time to time.

The following arrangements were made for the relief of children —

All children under 8 years of age and such of the weakly ones under 12 as called for special treatment were fed in the kitchen twice a day.

Weakly persons capable of doing some work were set on piece-work, but the rates of wages allowed were not favourable, that is to say, not suited to their altered condition. For the relief of such persons task work with a minimum wage would, I think, be preferable.

44 — No contractors were employed at any stage of the famine on my camp

45 — Under the payment by result system no muster-rolls were kept to note down systematically the nature of work performed by each worker, but that rough notes were kept by the Public Works Department masters. No special arrangements were found to be necessary for the introduction of the Code task system in place of any other already in force

46.—The calculation of the wages was carried on in accordance with the rates reported by the Mámlatdár once a week. The rates were given with reference to the staple food-grains commonly consumed by the masses, such as, "Nágh," "Jowári" and "Bájrí."

51 — No workers from my camp were drafted to any of the small village works

#### SMALL VILLAGE WORKS.

52 — As far as I know, small village works played no prominent part in the scheme of relief. Such works were few and far between. At any rate I knew of only one, Rangári Tank work in Chándor Táluka, with which I was directly connected as Special Civil Officer.

53.—The small work above referred to was an earth-work.

54.—The work was conducted under the supervision of the Civil agency and by direct management.

55 — Calls for no answers, as the work of which I am speaking was carried by direct management.

56.—The following scale of wages was prescribed by the Collector,—

#### (a) Workers with no dependants—

				Rs	a	p
Males	...	.	..	0	2	0
Females	.	...		0	1	6
Working children	.	.	.	0	1	0

#### (b) Workers with dependants—

Males	...	..		0	2	6
Females	.	..		0	1	9
Working children	.	...	.	0	1	3

*Note* — This was done because no kitchen was attached to the work for the feeding of dependants



Admission on Rangári Tank work was restricted to cultivators.

57.—No system of selection of applicants for relief was tried except to the extent specified above, namely, that admission was restricted to cultivators.

58.—The small village work (Rangári Tank) was at a distance of nine miles from the large relief camp (Odal Tank). No labourers were drafted from the small to the large work and *vice versa*.

59.—Apart from the question of extra cost on account of the supervising staff, I would strongly advocate the advisability of multiplying small village works, principally because they are just the kind of works suited to the habits and prejudices of the Indian cultivators, for, in the case of small village works, the reluctance of the people to leave their villages is quite out of the question. When the workers are alive to the fact that they are not far away they work cheerfully on, and if I am right in my presumption a 100 workers on a small village work can stand on par with 300 workers on a large distant work so far as the outline of work is concerned. My impression is that the people would gladly stick on to village works nearer home even if the scale of wages be fixed down at a comparatively lower rate than what may be laid down on large relief works.

I have now only to offer a few remarks with regard to the possible objection that may be urged against the opening of small village works on an extensive scale. It may be contended on the other side that close proximity of the work may induce people not in real need of relief to seek employment on the small relief work and that the people may go on to the relief camp earlier than they would have done otherwise. To guard against the possibilities of such abuses admission should be restricted to the deserving poor and no work should be opened until the need for it has been thoroughly and authoritatively established. Moreover, no village work should be opened until the people of the localities for which it is intended have already stood the tests prescribed by the Famine Code, that is to say, if the people of the localities were found to have already gone on to the distant test works contemplated by the Code, no further proof as to the need of opening of small village works would be required, and they can on information being received flock back to the village works nearer homes.

#### SPECIAL RELIEF

I have no remarks to offer under this head.

#### GRATUITOUS RELIEF

68.—On large public works dependants were fed in the kitchen attached to the camp, while on small relief works additional wages were given to the workers having dependants (*vide* answer to question 56).

75 —Rations were provided for according to the following scale —

I Class (cooks and delivered women) ..	24 oz
II Class (dependants) . . . . .	15 „
III Class (boys under 12 and above 8) ..	9 „
IV Class (boys under 8) . . . . .	7 „

Meals were distributed twice a day (morning and evening). These were given at stated hours, but the time could not be kept up on rainy days when the flooded rivers and nálas prevented the Civil Officer from sending cooked food to distant camps by the time fixed.

Inmates were compelled to take their meals in the kitchen and they were not allowed to take it away to their huts.

76 —Civil kitchens were opened close to relief works

77 — Admission to kitchens was restricted to dependants and children and to emaciated persons holding admission passes and *Dákhalas* from the Mamlatdars. As regards dependants and children, only those that were certified to be so by the officer of Public Works Department were admitted

78 —On Awankhed Relief Camp Kunbi men and women were employed as cooks so as to obviate any objections on religious grounds. No reluctance to take cooked food was shown presumably because all the inmates belong to no higher classes than the Kunbis

79.—Kitchens were put in charge of a Superintendent assisted by a kitchen karkun. The Superintendent's work was subject to a thorough inspection by the Special Civil Officer, who was held to be primarily responsible for the efficient management of the kitchen.

#### SUSPENSIONS AND REMISSIONS OF LAND REVENUE.

I have no remarks to offer on this head.

#### GENERAL.

89 —The people in receipt of relief belonged to all classes except Bráhmans. They did include registered occupants, occupancy tenants and rayats from Native States. I am unable to state with an approach to accuracy the extent to which these classes of people resorted to relief camps.

90.—I have no experience of a previous famine, but judging from what I have been able to observe, readiness on the part of the people to avail themselves of the relief offered was observable in a greater degree than during previous famines. This was presumably because the intensity of the last famine was far greater than any that occurred during the last 25 years.

91.—Facts indicating a contraction of private credit did come to my notice. When the sávkáís saw not a straw in the fields they heeded not the appeals of their debtors for help. Even in ordinary years the produce of the fields goes to the sávkáís in a great measure the debtors drawing on the creditors for the ordinary as well as extraordinary expenses and even for the payment of land revenue. Such being the case, the majority of the sávkáís absolutely refused to show any consideration with a thorough conviction that this temporary withholding of credit would not prevent them from receiving their former dues from the next harvests.

As far as I am aware, there was not the least reluctance on the part of the people to exhaust their resources before accepting State relief.

92.—Yes. I consider the tests prescribed by the Code to be sufficient to prevent persons not in need of relief from seeking it.

93.—No answer required.

94.—Information as to the occurrence of births and deaths on the relief camp was obtained by the Sanitary karkun, whose duty it was to make personal inquiries in the branch camps to which he may have been appointed. On receipt of the information thus supplied and on taking personal tests of the karkun's work the Civil Officer used to fill in the Birth and Death Registers.

95.—I noticed no high mortality in my camp except on the occurrence of cholera which broke out on the arrival of the affected people from the Chankápur Tank work.

96.—Impure supply of water caused no mortality in my camp. Permanganate of potash was used in the manner directed by the Medical Officer twice a week.

97.—Sweepers were employed to clean the latrine trenches and sweep the sites. Mukádams were employed to prevent workers from answering the calls of nature except on sites specified for that purpose. Guards were also employed to prevent people from fouling the wells.

These arrangements were supervised by the Special Civil Officers, who were allowed the assistance of Sanitary karkuns.

98.—Yes. The grain shops on the work were subject to inspection by the Medical and the Special Civil Officers.

These inspections did occasionally disclose the sale of unwholesome grain and no time was lost in remedying the defects.

100.—Some of the orphans were handed over to their relatives willing to support them and the rest sent on to the Násik Mission House.

SUMMARY OF THE EVIDENCE OF MR HASABNIS OF SHIROLA, SATARA  
DISTRICT.

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Famine was not very severe The crop was eight or nine annas The distress was small There was a village dole—in grain. I had no experience of kitchens. There were no village works. There was a poorhouse managed by private agency The full area was sown this rains. The supply of fodder was not ample, but there was no great scarcity.



Mr B G HASABNIS

*Answers by Mr. Balkrishna Ganesh Hasabnis, of Petha Shirála in the Sátára District, to the questions drawn up by the Famine Commission*

These answers are on questions on which he has personal knowledge or views

*Question 68*—The village dole form out of the recognised forms of gratuitous relief was mostly employed in this Petha. Some of the other forms such as relief works, kitchens, poor-houses, were employed in the Sátára District. With regard to the situation of this Petha I suppose it was not possible to employ these forms in the limit of this Petha except the village dole.

*69*—Seeing the provisions made in Section 57 of the Famine Relief Code, I believe some more classes than those mentioned in that section were provided with the village dole relief, such as (1) agriculturists, who were unable to support themselves but have to do their own field works by living in their own villages, (2) women who were just brought to their child-bed, and (3) some sick persons. Recipients of this gratuitous relief were selected with local knowledge. No special test was laid down for admission of this sort of relief. So far as I know, it was ordered to the village officers to exact some light work of village improvement from those persons whom they found fit to do.

*70*—Government did not open any poor-house in this Petha. At the desired suggestion of the Collector and Assistant Collector the Shirála people appointed a committee and collected from the well-to-do people some subscription and established a poor-house at Shirála. I was appointed as an Honorary Secretary to the committee for making arrangements of the poor-house. Accordingly, I myself have supervised the work. One of the members of the committee, Mr. Krishnáji Vithal Patvardhan, the Sub-Registrar of Shirála, selected persons for admission to the poor-house and gave them passes. I made necessary list of those persons. Persons starving for food, women quick with child, puerperal women and orphans were admitted to the poor-house. The Mahálkari of Shirála worked hard for the efficient management of the poor-house. The number of the persons provided with by the poor-house was 600 in July 1900. It was opened on the 15th April 1900 and was continued till the 31st of October 1900, on which day it was closed. Mr. Dodgson, the Collector of Sátára, was pleased to give a handsome donation to the poor-house from the General Charitable Relief Fund. The Second Assistant Collector of Sátára also assisted the working of the poor-house. I feel the greatest pleasure in placing on record the sympathy and solicitude shown by the Collector and Second Assistant Collector for the well management of the poor-house. Maráthas, Mahomedans, Mahárs, Mángs and other persons of the low castes resorted to this poor-house.

*71.*—There was not any poor-house in this Petha used as depôt for vagrants and immigrants. No person who refused to work on relief works was sent as a punishment to the poor-house above mentioned.

*72*—Relief works were opened by the Government at a distance of about 20 miles from Shirála. Measures were taken to see that only the deserving were assisted from the

private poor-house Some persons left the poor-house of themselves when they acquired sufficient strength to work Other persons, when they became able to work, were ordered to leave the poor-house and to go to their homes or to relief works

74—Bread and "amti" were provided at the poor house above mentioned once in a day at a fixed time at noon to suit the convenience of the recipients who are accustomed to take their meals at that time The people were not compelled to feed on the premises but they were allowed to take food away in order to enable them to add to the ration provided at the poor-house by doing any sort of labour if they could

75—So far as I know there were some civil kitchens opened close to relief works in this district

77—The ration of the poor house above mentioned was somewhat less than the fixed standard for the Government poor-house, but it was as it should be, considering that the recipients lived in their own houses and very likely were able to supplement the ration by some small earnings The ration consisted of bread of 'amti' and "nāgh," of 'amti,' and of 'tur-pulse' administered with salt and chillies The ration was not varied to meet the case of sickness or weakness, it being the usual food of the people of the classes A delicious banquet was served to all the persons entered in the list of the poor-house and to all other beggars on the 24th of May 1900 in commemoration of the birth-day of Her Majesty the Queen, Empress of India, and, on the 3rd of October on which the poor-house closed, a similar delicious food was distributed to about 500 indigent persons and 100 clothes to poor and needy persons.

78—The arrangements of distributing the village dole were made at five different centres—(1) Shurāla, (2) Sagaon (3) Bilāshi, (4) Arle and (5) Petlond—in this Petha with a view to meet the convenience of the poor people of the small tiny villages in this hilly tract Thus the poor people of every village had a dole-distributing centre within ten miles from their living places I had myself seen once the dole distribution at the centres of Bilāshi and Sagaon with my entire satisfaction The Second Assistant Collector appointed for the Shurāla centre a committee with myself as its Honorary Secretary for distributing the village dole at Shurāla The Mahālkari selected persons for admission to the dole I made the list of these persons with assistance of the village officers The members of the committee and myself looked to the work of distributing grain and other articles to the recipients At other centres of distributing the dole persons were selected for the relief by the Famine Aval-kārkun specially appointed for the purpose and the Mahālkari of the Petha and lists were prepared by the Famine Aval kārkun The Mahālkari used to see every week the distribution going on properly Every week the Mahālkari and Famine Aval-kārkun inspected the recipients and checked the registers kept at the centres.

79—The payment was made—

- (a) in grain ,
- (b) weekly ,
- (c) at the appointed five centres.

Besides this, the people who were unable to come to the place of fixed centres were given the dole at their homes through the village officers under the supervision of the Circle Inspectors under the Mahālkari

80.—The village gratuitous relief, that is, the dole, was given to the following persons except those mentioned in the Code —

(1) Indigent agriculturists, to enable them to see their peasantry business by living in their own villages for nearly a month or so

(2) The women who were just brought to their child-bed, as they could not leave their bed for a month or so

(3) Sick persons till recovered, as they were unable to earn their livelihood by any other means.

81—Marátha women were employed to cook in the poor-house above mentioned. There was not any reluctance to take cooked food shown by any classes of the recipients and at any stage as the recipients were not of the superior class than the class of cooks engaged

BALKRISHNA GANESH HASABNIS.

*Shirála,*  
11th January 1901.





MR D GEORGE, A M I C E, ACTING SUPERINTENDING ENGINEER,  
SOUTHERN DIVISION.

*The President* —How many districts does the Southern Division comprise?

A —It comprises seven districts

Q —Is it coterminous with the Commissioner's Division?

A —It also includes the Satara district which is under the Commissioner of the Central Division

Q —Was there severe famine in your charge last year?

A —It was rather severe in Satara

Q —What was the most distressed district in your charge?

A —Satara

Q —Can you say that the relief works when opened were regarded as test-works until April and then the nomenclature was changed?

A —I do not think that was the case

Q —Was there any alteration in the system of payment (in the system of management) before April?

A —No

Q —From the time the relief works were started, what was the system of payment in force, was it the Codo task system or piece-work system?

A —The system of payment by results

Q —Did the system of payment by results operate in Satara right through?

A —Almost entirely with the exception of about three weeks From about April 1st to April 21st we tried the Code-task system.

Q —When did test-works open in Satara?

A —I cannot give you the exact dates, I think it was in November.

Q —Were they placed under the Public Works Department from the outset?

A —Yes.

Q —And from the outset what system of payment did you enforce?

A —We paid them in accordance with work done

Q —You had some earthwork?

A —Yes, a great deal

Q —The diggers and carriers were formed into gangs?

A —Yes

Q —Which consisted of about 50 people?

A —Yes

Q —These gangs were grouped into large bodies under a *mukaddam*?

A —The *mukaddam* had only charge of the gang

Q —What did you call the man who was over the groups of gangs?

A —He was the mustering *larkun*

Q —The *mistri* controlled about a thousand people?

A —As a rule, but it varied according to the supply of *mistries* available

Q —You endeavoured to have a thousand?

A —Yes.

Q —These bodies of thousands were grouped into a larger body under the Public Works Department?

A —There was no fixed number at all

Q —Your work contained several thousands?

A —The largest work I think contained about 12,000

Q —Well, you commenced with that organization in November Previous to November had any test-works, been in operation under the Civil Officers?

A —None

Q —So that test-works when started, were brought under the Public Works Department Was the payment made individually or through the headmen of the gangs?

A —Payment was made to the individual

Q —Did you find it possible under your system to pay to the individual on earthwork?

A —Yes

Q —Was the payment made daily or weekly?

A —Weekly.

Q —Well, that system of payment by result went on for some time, and will you tell the Commission what effect it had on the wages paid? Did the wages earned by the individual reach the wage of the Code, that is six pice or whatever it may be according to the scale? Or were the people content with earning a lower wage?

A —There were cases in which the maximum wage was earned and others where a very small wage was earned

Q —How long did that system of payments by results last? To what month did it continue?

A —It continued right up to the present month, with the exception of an interval of about three weeks.

Q—Excepting the three weeks you had no minimum wage? Did the people under your system earn sufficient to support themselves? Did they always earn the price of 13 or 14 *chhataks* of grain?

A—No, certainly not always. It varied very much in different localities.

Q—Could you account for that by reason of the character of the works?

A—I think it depended on the character of the people.

I found people content to come on to the works in spite of the small individual wage earned, because the amount earned by the family was sufficient to keep them, &c the wage might not be sufficient for the individual, but the wage was sufficient for the family.

Q—What was the reason for introducing the code system for three weeks?

A—As it was being worked in the greater part of the Presidency, it was the opinion of the Government that it should be tried in Satara.

Q—Was it reported that the physical condition of the people had become reduced under the payment by results system?

A—No.

Q—Then why was it introduced in Satara?

A—I think on account of the low wages that had been earned.

Q—What was the result of the experiment?

A—There was a very large increase in the numbers.

Q—Did you find that they were content to sit on the works and earn the minimum wage?

A—I found on one work not a single gang did more than 30 per cent.

Q—When you found that was the case, did you then revert to your former system?

A—Yes.

Q—What was the result of the reversion?

A—The increase of numbers was checked.

Q—Was the result of the experiment such as to convince you of the greater advantage of the piece-work system?

A—Yes.

Q—Did the people keep good health on your works?

A—Very good health.

Q—I notice that the mortality of the district was very small until June, had you any cholera?

A—We had slight cholera, but I do not think it affected the returns of June. I think the mortality in June was the result of the wet weather.

Q—Then you are of opinion, that if things are taken in time, the intermediate system or the piece-work system is adequate in such famines as you have dealt with?

A—Yes.

Q—If provision is made on the works for the weakly members of the families and food is given to children in kitchens, with that provision would you be disposed to think that an intermediate system is an adequate system?

A—Yes.

Q—Did you ever find any cause of friction between the Civil Officers and Public Works Officers in connection with the organization of relief works?

A—No.

Q—Do you accept as a principle that the Collector of a district should be the supreme authority in regard to all matters of famine relief in his district?

A—Yes.

Q—Do you consider fixation of task a purely professional matter?

A—Yes. I call it a professional matter, but it should be done in consultation with the Collector.

Mr. Nicholson—Had you any difficulty under the intermediate system in dealing with the weakly persons who came on the works?

A—I put them into class IV.

Q—Did you put them in separate gangs?

A—Yes.

Q—Did you find any difficulty in doing so?

A—No.

Mr D George.

*Replies by Mr. D George, Acting Superintending Engineer, S D, to the questions drawn up by the Famine Commission.*

3 The records of rainfall are not complete in this office. The information will no doubt be given by the District Officers.

6. Proof of necessity was required by opening test works.

The following test works were opened:—

*In Sátára District*

- (1) Collecting metal, Peth-Sánghí Road, mile No. 1
- (2) Collecting metal, Peth-Sánghí Road, mile No. 18.
- (3) Improving Tásgaon-Pinglí Road.
- (4) Do. Sátára-Pandharpur Road.
- (5) Do Khandála-Lonand Road
- (6) Do. Sátára-Tásgaon Road
- (7) Do Pusesávlí-Shingnápur Road.
- (8) Making a berm in rear of Pinglí Dam.
- (9) Collecting metal on Poona-Bangalore Road.
- (10) Constructing Takari-Islámpur Road.
- (11) Do Ashta Road Station Road.
- (12) Do Karád-Chiplun Road

*In Byápur District.*

- (1) Completing Indí-Sindgi Road, 1st section.
- (2) Do. do. 2nd section.
- (3) Do. Bádámí-Mudkaví Road.
- (4) Improving Byápur-Nagthan Road.

*In Belgaum District.*

- (1) Collecting hard muram on Athní-Kágvád Road.
- (2) Do. do. Arbhaví-Lokapur Road.
- (3) Do. do. Athní-Telsang Road
- (4) Breaking and stacking metal on Gokák-Nargund Road, Section II.

*In Belgaum District.*

8. Constructing Shedbal-Athní Road.
- Breaking metal on Gokák-Nargund Road.

*In Sátára District.*

Improving Tásgaon-Pingli Road  
 Do Sátára-Pandhapur Road.  
 Do. Sátára-Tásgaon Road  
 Do Pusesávi-Shingnápur Road.  
 Constructing berm, Pingli Dam

*In Bijápur District*

Constructing Bádámí-Mudkavi Road.  
 Do Hoi ti-Nimbal Road

The tests applied are given in replies to question 6

9 Programme of relief works had been drawn up in accordance with Appendix I, Public Works Code

(a) Lists of works were ready and the works had been located, and surveys and estimates prepared for a large number of them. Subsequently some of the works which were undertaken comprising irrigation works and road improvement works that were considered desirable were commenced without complete plans and estimates being prepared. They were, however, to a considerable extent surveyed and carefully considered before they were commenced.

(b) The relief programme did not include scales of establishment.

10 The relief programme contemplated large relief works as the backbone of the relief system but included both large and small works as defined in paragraph 65 of the Famine Relief Code

Large works are those that can provide work for at least 1,000 persons for three months

The proportion of small works was low and were as a rule projects prepared by the Executive Engineers, which did not afford work for sufficient number of people to be classed as large relief works.

There was no necessity in this Division for a number of small village works, and there is not, in my opinion, any probability of their ever being needed to any extent in future famines

When cholera is prevalent, a well organized large relief work is probably the safest place to avoid cholera

It is more easy to safeguard the water-supply on a few large relief works than it is on a large number of small works

If an epidemic does unfortunately break out on a large work, there is no doubt the labourers will leave the work, but it would, in my opinion, be impracticable to open relief works at each village to which the various units resorted

You would get practically the whole village on each work whether in need of relief or not. The remedy in such cases would, if other works were not available within reasonable distance of the various

villages, be to open one or more fresh relief works to remedy the deficiency.

14 This is chiefly a question for Revenue Department. Irrigation wells can be built throughout the Southern Division.

15 The test works first undertaken, which were conducted under the supervision of the Public Works Department, were —

*In Sátára District.*

Numbers 1, 2, 3, 4, 5, 6 and 7, given in reply to No. 6.

*In Byápur District.*

Works Nos. 1 and 2, given in reply to question No 6

*In Belgaum District*

Works Nos 1, 2 and 3, given in reply to question No 6

Works 1 and 2 in Sátára District.

1 and 2 in Byápur District and 1, 2 and 3 in Belgaum District were ordinary Local Board works

16 The workers were divided into Classes I, II, III, in accordance with paragraph 70 of the Code, and from this the full task according to code rules was calculated and the rate for works fixed accordingly.

The task for earth-work for Class II was that given for adult females A in Appendix III of the Code and for Class I that given for adult males A

Tasks for metal-breaking were 9, 6 and 3 cubic feet for Classes I, II and III, respectively.

17 As a rule payment was in strict accordance with results limited to a maximum wage but without a minimum wage.

Not on test works. { A penal wage minimum for  
about three weeks was tried in  
Sátára District with unsatisfac-  
tory results

A rest-day allowance was given of  $\frac{1}{6}$ th of minimum wage for each working day on which labourers were employed.

No rest-day allowance or allowance to dependants given on test works

18 Test works were converted into relief works when the numbers on the works appeared to show the necessity of relief works

19 Large public works were opened. The only small works opened were Yerla Right Bank Canal extension raising banks of Bidal channel.

20. The works were under the control of Public Works Department

The scale of supervising establishment had not been prescribed in advance.

There was no delay in opening the works. Tools and plant were provided for and were available when required.

21 The works were not divided into charges regulated by the numbers of workers. The charges were arranged chiefly in regard to the work as a unit or with regard to the sub-division.

In one case, Mr Pandurang Ganesh, a Supervisor, had charge of five works with numbers aggregating 28,000 in addition to his ordinary sub-divisional charge and he was extremely hard-worked, but he carried on his work zealously and well, and I am glad to say without suffering in health, but the strain was, I know, great, and he is being recommended for some special reward.

In other cases the charge seldom exceeded 10,000 labourers, except on Sangogi Tank, where for 12 weeks the numbers were above 10,000, reaching to nearly 16,000 in week ending 28th April.

When numbers on any work exceeded the number the work could conveniently carry, they were reduced by drafts on other works.

22 Each charge had its own establishment, which varied according to requirements.

The arrangement for hutting the people was by huts of bamboo matting supported on bamboos as prescribed in Appendix IV of the Code.

For latrines, trenches were provided and guards appointed to see that no ground was defiled in the vicinity of camp or works.

For water-supply, wells were constructed and fenced in, and drawers of water provided, who alone were allowed inside the fence. Water was as a rule passed into receptacles outside the fence by means of shoots.

Bázárs were provided at each camp for food-supply.

Hospitals were provided at each camp.

There was a general hospital, hospital for ulcers, hospitals for dysentery and diarrhoea, and a small-pox hospital and cholera hospital provided for each camp.

It was intended to have a Hospital Assistant for each camp. In several cases, however, Hospital Assistants were not available and Compounders were appointed in their place, who, it is needless to say, were not an efficient substitute.

23. Admission to the works was free to all. No distance test was insisted on.

Residence on the work was not strictly compulsory throughout. To commence with, residence was insisted on. This was modified, however, on receipt of Government Resolution No. 906 of 14th February 1900 and again on receipt of Government Resolution No. 1540 of 16th March.

24 It is very difficult to give an answer to this, as much will depend on intensity of distress and density of population. There is no reason why people should not go 20 miles to a relief work, but if distress is severe, there would be of course many more than 10,000 people in an area of that radius.

Again, a work will very readily absorb 5,000 people from neighbouring villages, which number will include a large proportion, probably more than half, who are not in such need of relief, as would induce them to go far from their homes but will go on relief if work is brought to their doors.

Probably in any year if a relief work is opened in certain parts of the Deccan, 2,000 people would avail themselves of it from neighbouring villages. There is therefore on a work for 10,000 only room for 5,000 people after allowing for those in the vicinity. So a work of 10,000 will not serve a very large area if distress is at all severe, and it is therefore better to have works that will employ larger numbers. However, in the worst parts of the Sátára District works were placed about 20 miles distant on the average or perhaps a little less. When the numbers increased above what the works would employ as occasionally happened, they were drafted elsewhere, but not very much draft in was necessary on account of numbers being in excess of 10,000.

According to experience then in Sátára District it may be said roughly that a work capable of employing 10,000 people would serve a radius of from 8 to 10 miles or an area of from 200 to 300 square miles. I am unable to state the greatest distance applicants for relief went, but I should think a distance of 30 miles was not uncommon.

25 Executive Officers of the Public Works Department were subordinate to the Civil Authorities in all unprofessional matters. As far as I am aware, Collectors and Executive Engineers consulted one another freely on all famine questions and the two Departments worked cordially together for the successful relief of all persons who were in need of assistance.

26 There was a Civil Officer for each charge, who was, as a rule, subordinate to the Public Works Officer in charge of the work.

A few superior officers were appointed from the Staff Corps who were not subordinate to the local Public Works Officers.

The Civil Officer had full authority to assure himself that measurements were accurately and punctually made, and if he had reason to suppose they were not, he reported to the Executive Engineer and to the Collector.

I may say that except in simple cases the Civil Officer is hardly competent to check the accuracy of measurements which must be more or less left to the professional establishment of the Public Works Department.



The duties assigned to the Civil Officer at end of paragraph 426 of Famine Commission Report of 1898 were carried out by him except as regards III and VIII. I do not see how it is possible for the Civil Officer to calculate the wages or to keep the accounts of the work. Wages were paid by cashiers.

27 Such questions were disposed of by the Public Works Department in accordance with paragraphs 36 and 80 of the Code. I do not think the Civil Officer would be the most competent officer to decide what tasks are applicable.

He can, however, by classification of people see that people not fit for a particular task get lighter work.

28 The size of gangs was usually about 50. The villagers arranged their own gangs under a mukádam of their own village, so that members of same families and of same village worked together. This system was found satisfactory.

29 Classification of labourers was as laid down in paragraph 70 of Bombay Famine Relief Code.

The wage scale adopted was that given in Appendix V of Bombay Famine Code.

This classification is identical with that given in paragraph 445 of Famine Commission of 1898. No departure from this system was found necessary.

30 There was no necessity to draw any distinction between the sexes but only between the classes.

31 The code task system was not adopted from the outset, but payment by results was the system in vogue. The two systems were not carried on simultaneously excepting so far as Class IV people were not tasked at all.

32 I do not think the system of payment by results unsuited to conditions of acute distress.

It is always possible to put labourers unfit for work into Class IV. I think a system of payment by results is the only sound system of conducting famine relief works, and I believe if not adopted each famine will show a continuous increase in the numbers on relief labourers on works, as the people become more accustomed to them. I estimate that the numbers on relief works under a system of payment by results will be at least 50 per cent less than that under the Code system and the cost per head will probably average less.

I do not think there is any reason to anticipate any increase to mortality under this system as compared with code system.

33 The task exacted was as laid down in Appendix III of Famine Code.

The task for carriers was found rather light and increased as shown in Appendix B, and finally settled by a set of tables issued with Government Resolution No F-538 of 5th March 1900.

7

The tasks for metal-breaking were at first 9, 6 and 3 for Classes I, II and III. These were subsequently reduced to 8, 6 and 3

34 The scale of wages was in my opinion adequate, as the workers kept in good condition. Small coin did not return freely to the Banias and there was consequently some difficulty experienced at times in getting small change

35 A rest-day wage was given. This was found satisfactory

36 The minimum wage is, in my opinion, too high as also the penal minimum of 9 chataks.

If the tasks have been properly fixed the penal minimum represents 60 per cent of the full task and every one who is not a fit subject for Class III can, if they wish, earn that or more without any minimum being fixed. The penal minimum is therefore in my opinion only an encouragement to idleness and pauperization of the people

37. The minimum wage was not allowed at the outset, nor was there a penal wage.

38 and 39 Payments were made weekly except in cases of new-comers who were paid twice a week. More frequent payment was not found necessary, and so far as is known the workers were not seriously in debt to the Banias.

40 Payment was made to the individual and this is, I think, the best plan.

41. The minimum wage was not adopted except for about two or three weeks during which the numbers on works nearly doubled. The bulk of the people were content with penal wage, that is to say, they took no pains to earn more

The system of minimum and penal wage was only adopted for a short time. On the Tarla-Targaon Road on 14th April the result of outturn of work was —

Proportion of task done	Numbers of files doing the proportion of task stated
0 to 10 per cent . .	48
10 to 20 per cent	56
20 to 30 per cent	18
More than 30 per cent	Nil.

Thus all were paid penal wage. Previously on 24th March under piece-work system there were 16 files employed of which 4 did 30 to 40 per cent, 10 did 40 to 50 per cent and 2 did 50 to 60 per cent

The system was not continued long, but there is little doubt people would have been glad to remain on penal wage indefinitely

42 The system of payment by results was as described in Appendix A.

It was that strictly piece-work system and did not differ from Code system, except that payments were made by results as shown in Appendix A.

It might be called Code system with 3 chataks minimum

Dependants were fed in kitchen and rest-day wage was given

43 The maximum wage was the equivalent of 19 chataks for Class I and 15 chataks for Class II and 10 chataks for Class III.

No working children were fed in the kitchen

Weakly persons were put in Class IV and did light work either in sweeping camp or breaking metal, no task being exacted in the latter case. They were paid minimum wages, the equivalent of 12 chataks

I am not in favour of piece-work for such people

44 Contractors were not employed

45 Muster rolls were maintained except for a short time, when a purely piece-work system was tried but was not found altogether a success

46 The scale of prices was fixed by the Revenue Department

47. On opening a relief work, hutting materials were ordered, camp sites selected, water-supply wells excavated, hospitals built, kitchens built, Civil Officer and Hospital Assistant appointed. Sites of latrines fixed. When these were ready, labourers were admitted. The Civil Officer received labourers and classified them and passed them on to Public Works Department for employment. In metal work the labourers were shown the amount of work they had to do

In earth-work the area of work on which they were employed was shown to the labourers and they were told the depth they had to do. Work done was measured by sub-overseers and checked as far as possible by the officer in charge of work. The quantities of work done was marked on the muster roll. The full task was also marked on the muster roll. The muster rolls were then sent to the officer in charge of work who was responsible for the completion of muster rolls. The pay of each labourer was fixed by the percentage of work done. To avoid excessive labour, tables were drawn out for the wage for different percentages of work done as described elsewhere (Appendix A). The muster rolls were then handed over to cashiers for payment who paid them in presence of Civil Officer or officer in charge of works as far as possible. The supervision over payments in practice was very effective. No doubt at times the cashier must have made pay-

ments without the above supervision I think, however, at least 75 per cent of payments were supervised

48 Tasks were stiffened or relaxed under the orders of Superintending Engineer or of Government.

49 No village works

50—58 No village works

67 Dependants were fed in the kitchen

90 People were more ready to come on relief works than in former famines This was especially the case where famine camps were opened in places at or near which famine camps existed in 1896-97 This readiness is due, I believe, to the people becoming familiar with relief works and knowing what to expect They have learnt that though the wage is small the feeding of dependants and children affords a very considerable assistance and that the total receipts of a family are ample

91 I think there is no doubt people come on works before exhausting their own resources It was by no means uncommon to see women with a certain amount of jewellery.

I do not, however, think there was much abuse of the works in this way It is perhaps desirable for people to come on the works in good time so long as the practice is not carried to excess

I believe the practice was common for men to get more lucrative work elsewhere and to send their families on relief

92. As will be seen from previous remarks I do not think the tests of the Code are sufficient to prevent people not in relief from seeking it I think, however, under a system of payment by results, there is not a large proportion of people on relief works who are not in need of it Under this system the number of such people is probably as small as it is practicable to make it, though even under this system there are probably a fair number of people belonging to villages near the work who are not in need of it. The only way to prevent this is a distance test, which, however, it would be probably impracticable to work

93 Payment by results

95 I do not think there is any authentic case of death due to unsuitable or insufficient food on the works

96 I have not statistics in this office to give a full answer to this question

Generally speaking, however, I do not think an impure or insufficient water-supply on the camps was the cause of cholera Cholera was either contracted by people going to their homes on rest-day or where the camp was situated on a nāla or stream from people washing and taking water from such stream instead of authorized places. By placing guards for a mile above and below camp where

necessary when cholera was prevalent, every endeavour was made to guard against this, and as far as I am aware cholera did not become epidemic on my relief camp

The numbers of cases on different camps will probably be reported by the Collectors

Potassium permanganate was used from time to time to disinfect wells

There is, however, some danger in the indiscriminate use of potassium permanganate as I found from experience in 1897

In that year on one work the people cried out that the wells were poisoned and rushed off to the river Krishna polluted by the wash down accompanying early storms and thus imbibed with disastrous results the germs of disease we were trying to guard them against. With this in my memory I impressed an officer in charge of works the necessity of adding the potassium permanganate of potash surreptitiously at night time with a view to minimising this danger as much as possible.

97 The sanitary arrangements have been described elsewhere. I believe every inspecting officer supervised the sanitary arrangements including the Deputy Sanitary Commissioner, Collector, Executive Engineer, Officer in charge of the work, Civil Officer and Hospital Assistant

108 The principal way in which the Famine Code has been departed from is by abolishing minimum and in my opinion with decidedly satisfactory results

109 Staff officers and officers of native army were employed. Also a retired warrant officer

111 A change was made from payment by result system to Code tasks system in Satara District. The first payment under this system were made on 1st April. Previous to that the numbers in Satara District were 28,000. They increased at once at the rate of 1,000 a day for 10 days and the system was stopped on week commencing 22nd April, payments for which were made on 28th and 29th

In 21 days the numbers had increased to 41,196, showing an increase of 15,562

I do not think the death rate was affected in any way by the change

No material changes were made in the task, the scale of wages or the mode of calculating fines. As regards tests of necessity there is no doubt a distance test has a considerable effect. This was noticeable specially at times of closing works, when a work was closed and people drafted to another work a large proportion of those drafted never turned up at the new works. There was no distance test imposed as such

As regards compulsory residence, there is hardly sufficient evidence to form an opinion. There is no doubt that at the commencement of a famine compulsory residence keeps people away from the work, but in later stages of famine I am inclined

to think it has not very much effect. People soon get accustomed to living in camps.

When rains commenced, however, compulsory residence in camps tends to reduce the numbers on relief from neighbouring villages.

D GEORGE, C E.,  
Acting Superintending Engineer, S D

## APPENDIX A

*Statements showing system of payment by results—  
Original System*

Work done	ADULTS				CHILDREN	
	Class I		Class II		Class III	
	Wages.	Per cent on full wage	Wages	Per cent on full wage	Wages	Per cent on full wage
	A p		A p		A p	
Full	2 3	100	1 9	100	1 6	100
90—100	2 2	96	1 8	95	1 5	95
80—90	2 0	88	1 6	86	1 4	88
70—80	1 9	77	1 4	76	1 2	77
60—70	1 6	66	1 2	66	1 0	66
50—60	1 4	56	1 0	57	0 10	55
40—50	1 1	48	0 10	47	0 9	50
30—40	0 10	37	0 8	38	0 7	38
20—30	0 7	26	0 6	28	0 5	27
10—20	0 5	18	0 4	19	0 3	16
0—10	0 2	7	0 2	9	0 1	6

## *Subsequent System*

Work done	Fines
Full task	Nil
Between 100 and 75 per cent	Half difference between maximum and minimum wages
„ 75 and 50 „	Full difference do
„ 50 and 40 „	Full difference between maximum and penal wages
„ 40 and 20 „	Full difference between maximum and equivalent of 6 chataks of gram
„ 20 per cent	Do do. 3 chataks of gram

D. GEORGE, C E.,  
Acting Superintending Engineer, S D

## APPENDIX B

Table of proposed tasks for earth work carriers  
(Appendix III, Famine Code)

Equivalent Lead	Task for able bodied labourers on ordinary works	TASK FOR RELIEF WORKERS		
		Class I 75 per cent of Column 2	Class II $\frac{2}{3}$ of Column 3	Class III $\frac{1}{2}$ of Column 4
1	2	3	4	5
75	200	150	100	50
100	167	125	83	42
125	143	107	71	36
150	125	94	63	31
175	111	83	55	28
200	100	75	50	25
225	91	68	45	23
250	84	63	42	21
275	77	58	39	19
300	72	54	36	18
325	67	50	33	17
350	63	47	31	16
375	59	44	29	15
400	56	42	28	14
425	53	40	27	13
450	50	38	25	13
475	48	36	24	12
500	46	35	23	12
525	44	33	22	11
550	42	32	21	11
575	40	20	20	10
600	39	29	19	10
625	36	27	18	9
650	36	27	18	9
675	35	26	17	9
700	34	26	17	9
725	33	25	17	8
750	32	24	16	8
775	31	23	15	8
800	30	23	15	8
825	29	22	15	7
850	28	21	14	7
875	27	20	13	7
900	27	20	13	7
925	26	20	13	7
950	25	19	13	6
975	25	19	13	6
1,000	24	18	12	6

D GEORGE, C E,  
Acting Superintending Engineer, S D

RAO BAHADUR NARAIYAN K PENDSE, DISTRICT DEPUTY COLLECTOR,  
AHMEDNAGAR

*The President*—Were you in Ahmednagar during the famine of 1897?

A—Yes

Q—And also in 1899?

A—Yes

Q—Are you Sub-Divisional Officer?

A—Yes, of three *talukas*

Q—Was the failure of the crops greater in 1899 than in 1897?

A—Yes

Q—What crop failed specially in 1899?

A—There was a total failure of the *rahi* of 1900.

Q—What was the *harif* of 1899?

A—The same

Q—Can you say what it was—a four-anna or a six-anna crop?

A—It was from two to five annas

Q—When did you first commence relief works?

A—Regular works were started in December

Q—When did you begin test works?

A—September and October

Q—Who supervised the test-works?

A—They were directly under the control of the Public Works Officers. They were sometimes visited by the Assistant and Deputy Collectors in charge of the *taluka*

Q—Did you visit any of these test-works?

A—Yes

Q—What did you do? Did you merely see how things were going on or did you give any order?

A—I did not give any order but I looked to the condition of the people.

Q—How long did these test-works continue in your *taluka*?

A—Two and a half months

Q—When they were opened did they immediately draw labour?

A—Not exactly at the time of opening, but after a week or so there was a gradual increase

Q—How many had you on the test-works when they reached their maximum number?

A—There were 3,000 to 4,000 on one work

Q—How soon after the test-work was open, did the number reach 3,000 to 4,000?

A—Four weeks

Q—Then were you satisfied of the necessity of relief works?

A—Yes

Q—How long did your test-works remain as test-works after that time?

A—For about a month

Q—Why was it not converted at once into a relief work?

A—It rests with the Collector to determine when it is to be turned into a relief work

Q—What pay used the people to get on an average whilst these works remained in a test-work stage?

A—Four to seven annas per week

Q—What was grain selling at all that time—take the chief grain *juari*?

A—Eighteen to twenty pounds, I think

Q—Would an anna a day be a fair average for the whole week?

A—About nine pies a day was the average

Q—With grain at twenty pounds to the rupee how much would you get for nine pies?

A—Seven pounds for the whole week

Q—Was that enough in your opinion to keep the labourers in good condition?

A—No.

Q—So while the works remained in the test-work stage the wages were not adequate?

A—No.

Q—When the works were changed into regular relief works did they become adequate?

A—Yes

Q—Do you know how the regular relief works were conducted?

A—Yes

Q—Kitchens were established at the works?

A—Yes, a kitchen to each work

Q—And the minimum wage was enforced?

A—Yes

Q—Did you inspect these works?

A—Yes, often

Q—Did you find the people were contented with the minimum wage, or that they earned more than the minimum wage?

A—Very few tried to earn more than the minimum wage



Q — Was the minimum wage reduced to a lower minimum ?  
A — Yes, twenty-five per cent, it was called a penal wage  
Q — Did you consider 9 *chattaks* was sufficient food for the ordinary adult labourer ?  
A — It was only just enough to keep body and soul together  
Q — Did you notice any people emaciated on the works, under these circumstances ?  
A — Yes  
Q — Were complaints made to you that the food was insufficient ?  
A — Yes, not about the kitchens, I speak of the relief works  
Q — Did the people leave the works on account of that reduction of wage ?  
A — No, they only tried to do a little more work in order to secure the *minimum* wage  
Q — They were satisfied with the *minimum* wage ?  
A — Yes  
Q — While these works were on the test-works system, payment was made by results ?  
A — Yes, a gang was formed containing about twenty or fifteen persons, and there was one head man. The work was assigned to the whole gang, and then when the work was measured out the money that was calculated on the work done was given to the headman and he used to distribute it to his party. Payment was not made to each individual worker  
Q — He kept a portion for himself ?  
A — Yes, his wages came to nearly two annas a day  
Q — Was that gang headman selected by the gang or how was he appointed ?  
A — By the gang. They generally formed themselves into small bands and picked out one as their headman, and they had to work under him and he was responsible for the work turned out by the whole gang  
Q — Did you find that he distributed the wages honestly among the members of the gang ?  
A — There was no complaint among the working people. They were all satisfied with the way he distributed the money  
Q — But under that system they were not able to earn more than an anna a day ?  
A — No  
Q — If that system had been continued and provision made for the dependants and for the children by the establishment of kitchens, do you think it would have been sufficient for the purpose of giving relief ?  
A — No, there would have been emaciation on a large scale  
Q — So far as you observed on the works, if provision had been made for the weakly people and for children, would the able bodied have been able to earn a sufficient wage on that piece-work system ?  
A — No  
Q — But the wage was calculated on the usual scale of task, was it not ?  
A — Yes, but the people had come to the works weak and were unable to work  
Q — But, if the people had come on the works in good health it would have been sufficient ?  
A — No, because, unless they got proper food they would not have been able to keep up their health  
Q — What was the task on these works ?  
A — I cannot exactly recollect  
Q — Was it more than a man could perform as a fair day's work ?  
A — Yes  
Q — It was too much ?  
A — It was rather hard  
Q — If the task had been a fair task such as a person ought to be able to perform doing a good day's work, do you think the people would have done it ?  
A — It depends on the class of persons that came on the relief works  
Q — But if you allot the task according to the man's capacity for doing it, do you not think he would earn a fair day's wage. What I want to find out is this. Was there any indisposition on the part of the people to do a fair day's work. Did they come on the works determined to do nothing or to do a fair day's work up to the limit of their capacity  
A — It was not the case that the people determined not to do anything, or to get wages for nothing  
Q — Do you say the task allotted to them was more than they could perform ?  
A — Yes, taking into consideration the class from which these labourers came.  
Q — Then your inference is that these people were not able to perform a fair day's work and consequently they were content to earn the minimum wage and do no work ?  
A — Yes  
Q — The task given to them was so great that their short earnings were not due to contumacy but to actual inability to perform the task ?  
A — Yes, but the labouring classes, *mahars* and others who are always accustomed to do breaking work, earned sufficient wages and there was no complaint from them  
Q — How long after the works were opened did you notice this reduction in the physique of the workers ? The works were opened in October, did you notice it in October ?  
A — In December, there was not a great deal, but sometimes I came across cases  
Q — Did you notice cases of emaciation on the works whilst they were in the test stage.  
A — Yes, it had commenced  
Q — And after these works had been converted to the Code task system ?  
A — Yes

Q—And these people got a larger allowance than they could earn on a test-work system, instead of one anna a day they got at all events 12 *chhataks* of grain. They could only get half a seer for one anna a day and 12 *chhataks* is three quarters of a seer.

A—Yes.

Q—Did they improve in passing to that system?

A—They kept up their health.

Q—Then you did not notice any further emaciation?

A—Those persons who joined the relief works in time without waiting at home for a long time did not suffer much in health.

Q—You said while the works remained as test-works you noticed a gradual growth of emaciation. When they were converted into relief works was that stopped? Did you continue to notice any emaciation among the people who had been on the test-works?

A—I did not particularly notice whether those who had fallen a little in health on the test-works showed improvement on relief works.

Q—Then how long did the 12 *chhataks* scale continue?

A—Until the penal wage was introduced in February or March.

Q—Why was that introduced?

A—Because it was noticed that the people to some extent were content with the minimum wage and in consequence they would not work as they were expected to do. The officers in charge of the work often complained that the people would not work.

Q—Then in order to stimulate them to work the minimum was reduced?

A—Yes.

Q—Can you tell me from any official source of information whether this reduction was made on the recommendation of the Public Works officers or whether it was made by the Collector of his own motion?

A—Of course orders must have been issued by the Collector, but I am not sure on the point.

Q—When these orders had been issued did you go on the works and carefully inspect the health of the people?

A—Yes.

Q—Did you notice any appreciable reduction in their physique owing to the reduction in the minimum wage?

A—Not to an appreciable degree.

Q—How long did the twenty-five per cent reduction last?

A—Till September.

Q—You had the minimum wage of 9 *chhataks* from February or March till September, and during the whole of that time you carefully inspected the works from time to time and you did not notice any sensible reduction in the physique and appearance of the labourers?

A—No.

Q—Did this reduction of twenty-five per cent have the effect of driving any of the labourers off the works?

A—When the people began to get less than the minimum wage some were seen leaving the works and going away, and then after a couple of days they came again and applied for admission.

Q—Did you find that the people who had left the work and had applied again for admission were pinched and starved in appearance?

A—Yes.

Q—And you inferred that they really had no means in their own homes and were obliged to come back?

A—Yes.

Q—Then did you find these people did a little more work and managed to earn the regular minimum?

A—Yes, they tried.

Q—Were they successful as a rule?

A—In some cases.

Q—But there were others who were not successful?

A—Yes.

Q—Did you attribute the want of success of the latter to contumacy or physical inability to perform the task?

A—To physical inability.

Q—We have had it in evidence from other witnesses that the people were extraordinarily lazy and idle and that they considered the *sarkar* was bound to support them and that they had no necessity to do any work at all. Is that your opinion?

A—No, and I had often to explain matters to the people. They complained that their wages were small and I then had to explain that they must work hard and earn the minimum or even more, and they often complained of their inability to break stones, not being accustomed to that.

Q—Is there in the villages of your three *talugas* an opening for village relief works in the way of tanks or wells? Are the crops in your *talugas* irrigated?

A—There is only well irrigation in some parts.

Q—Am I to understand there was no very great opening for village works in your *talukas*?

A—There was no village work suitable

Q—Do you think by more careful inquiry any village works of utility might have been hit upon?

A—Small tanks perhaps in low grounds might have been found useful

Q—Could you have found work for 30,000 people on village works for eight months?

A—No

Q—Could you have found work for 10,000?

A—No

Q—For 5,000?

A—No

Q—Then I take it as practically admitted that large public works such as you had were a necessity, and in no other way could employment have been afforded to such a large mass of people?

A—Yes

Q—You have stated in your reply to question 7 that there was a great deal of wandering before the relief works were opened. You said "husbands left their wives and children and mothers deserted their children," and so forth. Were people wandering about the *talukas* searching for food?

A—Searching for employment, the people of one village went asking for employment in other villages

Q—And when these effects were observed you opened your relief works?

A—Yes

Q—You opened no poorhouses?

A—Only one at Sheogaon

Q—When?

A—In January

Q—Would it not have been more useful if you had opened it in November?

A—Conditions could not properly be determined because the *taluka* is bordering on the Nizam's territory and many people in an emaciated condition were always coming into Sheogaon from there and when we found that many of these people were actually in a dying condition, it became necessary to open a poorhouse at that place

Q—So far as your own *talukas* were concerned they were not necessary?

A—No, except as regards Sheogaon only

Q—But the poorhouse became necessary to your own people later on?

A—Yes, in one *taluka*

Q—When did you commence to establish village gratuitous relief?

A—It was introduced at the same time through the whole of the division

Q—But when did you commence to make out the lists?

A—At the end of November and in December

Q—How did you make out your lists?

A—They were first prepared by the village officers, the *patels* and *kulkarnis*

Q—Whose names were brought on these lists?

A—Those who had no one to care for them, and were unable to earn a living on account of physical unfitness

Q—That is those who came under the categories laid down in the Code. Did you interpret the Code strictly?

A—Yes

Q—There was a process of careful selection?

A—Yes

Q—As time went on and pressure grew greater did you become a little more liberal?

A—Whenever we saw emaciation among the people

Q—Who made these inquiries?

A—The village officers

Q—Who supervised their work?

A—The Circle Inspectors, the *mamlatdars* and myself.

Q—Was the number of Circle Inspectors increased?

A—Yes, it was doubled

Q—How many Circle Inspectors do you ordinarily have in a *taluka*?

A—Three

Q—Three carried on the ordinary work and three did famine work?

A—No, the ordinary work was suspended

Q—Have you such an officer as the *Narb Mamlatdar*? What do you call him?

A—Head *karkun*

Q—Yes, how many did you have?

A—We had a special head *karkun* appointed, viz, a head relief *karkun* and one additional *karkun*

Q—So you had altogether five additional officers?

A—Yes.

Q—Was that condition universal or were more appointed to some *talukas* and less to others?

A—Equally in all *talukas*

Q—We have been told that when the village relief lists were made out only those persons were given doles in the village who had people who could cook for them, and that old people and lame and blind and halt, who had no protectors, were sent to the kitchens on the relief works?

A—That was not exactly the case in the beginning

Q—But afterwards?

A—It was to some extent like that. Those who were on the dole and able to walk were sent to the kitchens attached to the relief work

Q—When was it introduced?

A—In April

Q—Was it introduced with the object of establishing a test of necessity or with the object of introducing greater order and regularity in the distribution?

A—To some extent it was a test.

Q—You were not quite satisfied with the trustworthiness of your *kulkarni* and wanted to test his admissions to the lists? Was that it?

A—If a man was emaciated he was first taken on the dole, and when the Circle Inspectors went their rounds after the new order directing that people should be sent to the kitchens, we selected persons from the dole list and sent them on to the kitchen, those who were not in a fit state of health being kept on the dole

Q—Did you find that any of these persons refused to go and remained at home?

A—First they showed unwillingness to go, but when they found they could not get their dole in their own villages, they willingly went to the kitchens

Q—Did any of them refuse to go and thus become excluded from the relief list?

A—No

Q—May I take it that the order directing the people to go to the kitchens was not intended as a test of necessity, but more as an arrangement connected with the administration of gratuitous relief?

A—Yes, but the idea of a test may have entered into it

Q—Did you in your distribution of the doles associate with yourself any persons in that village except the *kulkarni* and the *patel*?

A—Yes, always

Q—Did you get much assistance that way?

A—Yes. Those requiring the dole were pointed out, and besides the dole distribution was supervised

Q—Did you have any complaint made to you regarding delay in admitting people to the relief works, in bringing their names upon the muster-rolls?

A—Very slight. The people would say they had waited a day or two, but these complaints were not true

Q—What was their object in making these complaints?

A—They wanted to get admission as early as possible. It took a little time

Q—But they gained nothing by making these complaints?

A—Only to make the officer take them on as early as possible

Q—To avoid delay in getting on the lists?

A—Yes.

Q—Did you have any complaints made to you regarding the system of weekly payments? Did the people say that the *banias* used to take *dasturi* from them?

A—No, only in a few cases

Q—Did you find cases of that?

A—Yes

Q—Was that on account of the system of weekly payments. It would not have occurred if they had got daily payments?

A—That cannot be said with certainty, some people were accustomed to consume grain they were able to earn and when they found their stock was exhausted, they would go to the *bania* and ask for more

Q—But if the men had been paid daily do you think the *bania* would have given them any advance?

A—A slight advance

Q—You say that the agricultural and labouring classes included proprietors of land and their tenants. What class of proprietors do you include. Were they recorded proprietors?

A—Yes

Q—Were these recorded proprietors in debt?

A—Yes, some

Q—Were the majority in debt?

A—At least a half

Q—Is the large proportion of recorded proprietors in your *talukas* in debt?

A—A half may be taken as in debt

Q—Has the land of that half passed out of their possession into the possession of the mortgagees?

A.—No, some may give the land to the mortgagees, but others simply give documents and enjoy possession of the land themselves?

Q—As proprietors or sub-tenants?

A—As proprietors

Q—Then what do they pay to the mortgagee?

A—The interest

Q—How much?

A—From Re 1 to Re 1-8 per month

Q—We have been told they give half the produce. Is that the case?

A—No. They give the lands in mortgage, and take back the lands from the mortgagee.

Q—That is to say they become the sub-tenants and in that case what rent as a rule does the mortgagee exact? How many times the revenue?

A—About four times

Q—Was that the class of people who came upon the relief works?

A—Yes

Q—Did the mortgagees in any case within your knowledge ever assist a sub-tenant under these circumstances during the famine?

A—In very few cases

Q—Can you call to mind a single instance in which a money-lender or mortgagee has assisted his sub-tenant to tide over the difficulties of this famine?

A—Yes

Q—How many?

A—Rare cases here and there

Q—Could you count them on the fingers of one hand? Can you call to mind five cases?

A—Yes, about a hundred cases in my whole division

Q—What assistance did they give?

A—They advanced money in the hope of getting a good return

Q—Then your experience comes to this that the advances were only made in order to bring the sub-tenant further under the control of the mortgagee. Practically you cannot give a single instance of a money-lender helping his sub-tenant.

A—Not without some object

Q—Some sinister object?

A—Yes

Q—I understand that the names of these mortgagees are not registered?

A—Not in most cases, but in some cases the owners have given *razinama*, *viz*, a deed of relinquishment

Q—In this case there is a mutation of names?

A—Yes

Q—In the other case there is no change?

A—No

Q—If there is such a case as that, if the mortgagee is recorded as the proprietor and the old proprietor remains on as the sub-tenant you have no mention of the fact that he is a sub-tenant on any record?

A—No

Q—So that the records are out of harmony with the existing facts of the village in that matter?

A—Yes

Q—And also out of harmony if the original owner's name is kept upon the record?

A—Yes

Q—When your revenue is in arrears do you give notice to the recorded proprietor or to the mortgagee?

A—To the recorded proprietor

Q—The recorded proprietor may be a sub-tenant. How may have no position on the land at all?

A—Yes

Q—It may happen that the crops and moveable property of the sub-tenant are attached and sold in liquidation of the Government demand?

A—Yes, but it usually happens that the sub-tenant lets the mortgagee know and the Government revenue is paid

Q—The Government revenue bears a very small proportion, I understand, to the gross produce of the soil so the mortgagee will not incur the risk of having the field sold up?

A—No

Q—So it comes to pass that not because of the efficiency of your records, but because of the mortgagee's unwillingness to part with a valuable security, that you in the long run get your revenue?

A—Yes

Mr Nicholson—When were the forests opened for free grazing?

A—In January and February

Q—Were they open to all cattle indiscriminately?

A—Yes

Q—How soon was the grazing exhausted?

A—In a month and a half

Q—Would the grazing have lasted longer if restrictions had been put up on the number of cattle, or was the grass not worth grazing?

A—The grass was very bad at the time we opened the forests. It was very stunted and it would have been no use making any restrictions.

Q—At what time does the forest grass seed or flower?

A—From September to October and November.

Q—Are there many *anjana* trees in your forests?

A—Yes.

Q—Did *anjana* leaves form a material addition to the forest supply?

A—Yes.

Q—The whole of the forest produce was exhausted?

A—Yes, the trees were stripped.

Q—When the grass was exhausted the leaves were taken?

A—Yes.

Q—The fodder in the forests was exhausted so soon that the cattle which had been supported up to that time, found no further means of grazing and consequently died and the result was that the cattle were merely kept temporarily alive?

A—Their life was a little prolonged.

Q—There was no material benefit finally?

A—No, the only benefit was the fact that no dues were levied.

Q—Were many cattle kept alive by the cultivation of fodder near wells?

A—Not many, but a few.

Q—Is well irrigation common in your *taluka*?

A—Almost every village has some wells in it.

Q—Are they used for irrigation purposes?

A—Yes.

Q—Is there rock in your *taluka*?

A—Yes.

Q—There is a difficulty in digging wells?

A—Yes, on account of the soil near the Godavari river you have to dig down very deep if you want to sink a well.

Q—Then would it have been feasible or possible to increase the number of wells by giving *takavi* so as to increase the cultivation of fodder in the hot weather?

A—Yes.

Q—Were wells increased by *takavi* advances to an appreciable extent?

A—To some extent.

Q—Were a thousand wells made?

A—Yes, in the whole division some from *Tagar* and others from private money.

Q—When were the extra *harluns* put on?

A—In April some were put on towards the approach of the rains for distributing the advances under the Land Improvements Act and the Agricultural Loans Act.

Q—Are there many meat eaters in your division—*Mahars*?

A—Yes.

Q—Did they obtain very cheap meat owing to the mortality among cattle?

A—Yes.

Q—Was that a material addition to their food supply?

A—Yes, many of them bought animals and dried the flesh and kept it for use in bad times.

Q—And they got something from the hides?

A—Yes.

Q—There are also fish eaters in your district?

A—Yes, very few.

Q—Where does the fish come from?

A—The Godavari, but during the famine the whole of the bed of the river was dry.

Q—Did not your tanks supply fish?

A—There are no tanks.

Mr Bourdillon—In answer to question 105 you say complaints were often received that no labourers were obtainable for work. At what time was that?

A—When all the relief works were properly set in motion then difficulty began to be experienced in securing labourers for private work.

Q—Are labourers required in the hot weather?

A—Yes, for digging wells.

Q—And after the rainfall there would be sowings and weeding. At that time did you hear of the same trouble?

A—No, it stopped. The labourers began to go to their homes and they were willing to take on any work they could lay their hands on.

Q—What was the reason they could not get private labour?

A—Because they could not earn sufficient. For instance, with a family of five persons, a man, his wife, his old mother, and two children, the man and wife together on private work could get about three and a half annas a day and that is about what they would not get on the works, but in the case of the works the mother and little children could get their food at the kitchens, while doing private work they would have to get their food from the two workers because a whole family cannot get work in private employ.

Q—Did you find that private people gave lower wages?

A—No, they gave higher wages than those on the relief works?

Rao Bahádur Syam Sundar Lal—Did you take any steps to get the wanderers sent back to their homes?

A—We represented the matter to the Collector who represented it to the Nizam and arrangements were made to open famine works in the Nizam's territory, with a poorhouse at Pyton, and when that was done we weeded out all the persons who had come from the Nizam's territory, gave them food for one day, and sent them on to the nearest poorhouse across the border.

Q—What is your fodder?

A—Lucerne and guinea grass

Mr. Nicholson—Was the *khariif* sowing of 1900 up to the average?

A—No, 50 per cent below the average

Q—To what do you attribute the shortage?

A—On account of some of the people who had been on relief works having no bullocks, some having no seed and some not being able to pay for labour, so the lands could not be properly prepared

The President—With regard to seed, could it not have been provided by a liberal grant of *takavi*?

A—Yes, we gave it, but the time had gone by

Q—But could you not have arranged for it beforehand?

A—The people did not return till after the rainfall and that was just the time when they ought to have been sowing. We did our best, but in some cases the poor people had no security to give

Q—Did you adopt the plan of giving grants with security? Do you always insist on lands as security? Did you offer advances on the joint responsibility of all the people in the village or of a number of cultivators?

A—No

Q—Was there a great want of cattle?

A—Yes, no cattle could be had

Q—If you had the system of payment by results could the people have gone back to their villages in time to sow their crops?

A—No, because they would not have been able to keep themselves there

### [Re-called]

The President—Was the number of *kulkarnis* increased?

A—In connection with village gratuitous relief during the famine, not in the whole district. There were a few extra men in Akola

Q—In your *taluqa* were they increased?

A—No

Q—Was the number of Circle Inspectors increased?

A—Yes

Q—In each circle how many inspectors were there?

A—In the beginning each Circle Inspector's division was divided into two and then a separate Circle Inspector was appointed for each circle at the beginning of the monsoon—the number was first doubled and then in the monsoons it was trebled

Q—Above the Circle Inspector who was the next inspecting officer?

A—The *mamlatdár*

Q—Was there anybody between the Circle Inspector and *mamlatdár*?

A—No

Q—Did the *mamlatdár* get any additional staff?

A—His staff of *harkuns* and head *harkuns* was increased

Q—How many *harkuns* and head *harkuns* are there in ordinary times?

A—The number of *harkuns* varies from district to district

Q—How many additional *harkuns* were appointed?

A—One relief head *harkun* was given to each *taluqa* and one clerk under the relief head *harkun*

Q—He was an inspecting officer?

A—The relief head *harkun* was appointed to check the dolo amount and such like duties

Q—The strengthening of the staff for famine purposes consisted in an increase of the number of Circle Inspectors?

A—Yes

Q—That was the only inspecting staff which was increased?

A—Yes

Q—The other increases were in the ministerial establishment?

A—Yes, for checking lists

Q—For going about among the people the only increase was in Circle Inspectors?

A—Yes.

Q—There was no increase among the *kulkarnis*?

A—No.

Q—How many villages has a *kulkarni* charge of?

A—In big villages there is only one *kulkarni* or sometimes two. In other cases a *kulkarni* is appointed for one village and sometimes for two.

Q—The *kulkarni* remained as in ordinary times and got no assistance for famine?

A—No.

Q—Do you know whether that was the general rule in all *talukas* or was there a difference in other *talukas*?

A—The same was the case all over.

Q—We have been told that there are two classes of money-lenders—one class who have purchased or foreclosed, who are the real occupiers of the holding, and the other class the money-lenders who are only mortgagees and who have not become the owners of the holding. We have been told that the latter class is the more numerous of the two. Is that your experience?

A—Yes; the number of mortgagees is more than the number of persons who have bought the land outright in liquidation of their debts.

Q—Can you tell me whether the money-lenders, the mortgagees, have any objection to being recognized as the owners of the holding?

A—No. They think their position would be stronger if their names were entered on the register. They are inclined to get the necessary *razinama* (deed of relinquishment) and have their name entered, but the debtors are not willing.

Q—Their hope being that they may be able to pay their debts?

A—Yes. They think it looks substantial to have their names on the register.

Q—Is the Deccan Rayats Act in force in your district?

A—Yes.

Q—Has the effect of the Act been to reduce agricultural indebtedness?

A—Yes, of late it has taken a somewhat different form, that is to say, that agriculturists have lost their credit with the *soucaris*. They have great difficulty in obtaining loans.

Q—Is that due to a succession of bad years or what?

A—The procedure which requires the Courts to go behind the bond and look to the whole transaction is not liked by the money-lenders and the consequence is that money lending is less in vogue than it used to be. The money-lenders will not accept mortgages of the land and sale deeds are now executed.

Q—So that the whole thing has now taken the form of a conditional sale?

A—With this difference that the deeds do not say that the land will be returned to the debtor, if he pays the full amount of the debt within a certain period to the mortgagees the condition of sale comes to an end of itself.

Q—That does not appear on the face of the sale deeds?

A—No.

Q—Do you think that sort of conditional sale, which really is hardly a conditional sale, is increasing?

A—Yes.

Q—Largely increasing?

A—Yes.

Q—Do you know whether it is increasing in other districts besides yours?

A—I believe it is in Satara.

Q—The object of that is to avoid giving the Courts of law an opportunity of looking into the entire transactions from the beginning?

A—Yes, the Courts do not acknowledge these sale deeds as final. They treat them as mortgages.





## Ra'ô Baha'dur N K PENDSE

*Replies by Ra'ô Bahâdur N. K. Pendse, District Deputy Collector, Ahmednagar, to the questions drawn up by the Famine Commission*

1.—The outlook in the Ahmednagar District when the rains of 1899 commenced appeared to be very favourable

The people had prepared their lands and made them fit for sowing purposes. The rate at which the staple article of food was sold was cheap.

In 1898-99 the crops were good. In 1897-98 the kharif crop was bad and rabi crop had also failed and hence it was a year of famine

2.—The kharif sowings in 1899 were below normal. In my opinion it was nearly 50 per cent less than the normal extent of land sown with kharif crops

3 — (a) The average rainfall during the rainy season is 20 inches and 87 cents. The rain in all the talukas in the district is not the same. It varies according to the nature of the country. The rainfall I have noted above is the one obtained from the figures for Nagar Taluka. This will fairly represent the average rainfall of the district. The period of rainy season is taken from 1st June to 31st December of four years to calculate the average fall, viz., the years 1893, 1894, 1895 and 1896. This was done as the year 1897 was one of famine and the rainfall in that year was not taken into account in calculating the average. The year succeeding 1897 was also not a favourable one.

(b) The actual rainfall in the rainy season of 1899 was 10 inches and 71 cents. The percentage of the average rainfall with the actual rainfall was about 50 per cent.

(c) The rains ceased to fall in the month of October 1899 and did not appear again

(d) The rainfall from June 1899 to September 1899 was 10 inches and 59 cents. When compared with the average rainfall it seems that it was less by 10 inches and 28 cents

6.—The necessity for introducing relief measures became apparent when the failure of crops occurred and when the resources of the people to earn their maintenance independently of their field produce came to an end. The people began to come in large numbers with their families and children for admission to the relief work notwithstanding the fact that they well knew that they would get there only what was barely sufficient for their livelihood. They were first put to some test-work, but they continued on them. Many appeared to have been famished and began to ask for breads from house to house. This condition of a majority of the labouring and agricultural classes justified the necessity of the relief works, and they were opened when they became really essential.

7.—The facts observed were—

The agriculturists began to sell for nominal value their animals and other agricultural implements, pots, cooking utensils, clothes, etc. They attempted to raise money by mortgaging their fields and other immoveable property, but the money lenders refused to advance any loans to them. They sold their ornaments and their images of gods, beams, posts and other materials of houses. They left their

houses and began to go in large numbers in search of employment to places where relief works were in progress. The husbands left their wives and children and stealthily bolted away on account of their inability to feed them. The mothers deserted their children. The grown up persons deserted their old parents. The number of beggars had increased to an enormous extent and the number of persons formerly disposed to give in charity refused to give anything. Crimes like grain-thefts and dacoities were on the increase. Villages began to appear to have been evacuated. The agriculturists had found no work to do in their fields and began to sit in the villages in small bands thinking what to do. People began to come in large numbers and apply to the Revenue authorities for work. The selling price of grain was gradually on the increase. The people began to fail to get employment in their own or in their surrounding villages. The demand for grain became exceedingly heavy. The old, the cripples and other dependants on the applicants for work appeared to have been reduced in condition. The foregoing state of things made it compulsory to start the relief works.

8—The relief measures first introduced were test-works on which the payment was made according to the quantity of work done. In consequence the payment amounted to a very small sum, but notwithstanding this the number on the works began to rise fast. The fact that there was an increase on each such work was itself thought sufficient to gauge the extent of the distress. The taluka and district officers moved about in their charges to personally observe the condition of crops, the condition of the people and the general state of their cattle, to determine the extent of grain and fodder supply then existing in villages. The state of water-supply was also carefully noticed. All these measures were taken to ascertain whether the distress did really exist.

As regards relief in villages the first thing done was to issue orders to the village officers to prepare the lists of persons found fit for dole. They were checked by Circle Inspectors and in a few cases by Mamlatdars, Assistant and Deputy Collectors. The village officers were told to be very careful in noting the births and deaths in the village registers and to see that no one was dying of starvation.

11—The order in which the measures referred to in this question were taken was as follows—(1) opening of test-works (2) the opening of forest lands for free-grazing, (3) the conversion of test-works into large relief works, (4) the opening of kitchens on relief works, (5) establishment of committees to collect private charity, (6) establishment of poor-houses, and (7) establishment of village kitchens.

The foregoing order was followed as circumstances required.

12—(a) The following steps were taken to secure the efficient local supervision over the village relief—

A short time after the famine was declared a circular order in vernacular was issued by the Collector to all the village officers in the district. It contained in detail the duties in connection with famine. The village officers were called on to perform. Panch Committees were appointed to notice the distribution of dole. It was given out by tom-tom that any person coming in contact with any one lying helpless by the side of any road or in any place and suffering from want of food should communicate the fact to the village officers, that they should at once take measures to take him to their village and arrange for his relief. Relief Circle Inspectors were appointed whose duty it was to pay a visit at least once a week to each village in his charge, and to exercise supervision over the work of the village officers and to note the result of it in his weekly diary. The taluka Mamlatdars also used to take tests in certain

villages in every week and to communicate the result in their weekly report to the Sub-divisional Officer in charge of their talukas. The latter officer visited the villages and exercised control over the work of the subordinate officers and issued such instructions to them as were found necessary. The Collector and the Medical Officer of the district also visited the villages in their turns and supervised the work of village relief and the birth and the death registers.

(b) Loans under the Land Improvement Act were advanced to agriculturists to stimulate the local employment of labour.

(c) The distribution of dole in villages was the only local charity and nothing more could be done. Some sarkars paid some corn everyday to beggars, but this charity did not continue for a long time.

(d) The general condition of the people was carefully observed by the village officers, the Circle Inspectors, the taluka and district officers.

13—Loans under the Land Improvement Act were granted at the outset of the famine to agriculturists for constructing new wells, for deepening the old ones and for putting dams round about their fields. They were repayable according to the conditions set forth in the Act. All these advances were to be fully repaid with interest. The total amount of the loan given in 1899 was Rs 3,1,487.

14—There are fields in all the talukas except in some parts of Akola where wells can be dug. The average depth below the surface of water on the cessation of the rains in 1899 in the wells then existing was from 5 to 10 feet. The digging of new wells was encouraged by granting loans to agriculturists, and when the works were completed some of them became serviceable for irrigating the crops sown in the field. Thereby permanent improvement in the fields was effected and the execution of the work afforded some employment to labouring classes.

In like manner advances were made under Act XII of 1884 to poor agriculturists to enable them to purchase leather bags (*mota*) and ropes used for drawing water for irrigation purposes. After they were made the people purchased the necessary articles and set their wells, which were lying out of use, in a working order. All these loans were made recoverable in whole without interest. The loans for fodder were made recoverable with interest.

60—There are a few aboriginal tribes (e.g., Thakurs, etc.) in Akola Taluka in this district. They were not inclined to go to relief works started at some distance from their villages. It was therefore found necessary to open small relief works near their convenience, and they were executed under the supervision of the Relief Mamlatdar. This arrangement was found successful to attract a considerable number of the aboriginal tribes.

63—Special work, i.e., weaving of clothes, was started in three places, viz., Nagar, Bhingar and Sangamner, in which weavers with their families were employed.

64—They generally appeared reluctant to go to the ordinary relief works and were willing to take to the work started in their own crafts. They were not physically unfit for ordinary labour, but as they were not accustomed to the work done by the ordinary labourers they would not venture to accept it with a view that they would not be able to execute the task prescribed for enabling one to get sufficient wages. It was therefore arranged to employ them on mere cart works where it was possible to do so.

66 — In order to prevent mortality of cattle the forest lands were thrown open for free-grazing. The grass in forest lands being very stunted it was consumed by the animals in a short time, and after it was over the animals had little or nothing to eat. The result was that only young and useful animals were taken care of by the owners and the rest succumbed and died. The opening of the forests only served for keeping the strength of the animals for some time and no substantial good was secured in the end by the arrangement. The agriculturists having bigat lands grew fodder crops to a large extent, and their attempts to keep the animals alive by this arrangement were found successful.

67 — Grass depôts were established in different affected parts of the district. Compressed grass was obtained from the different parts of the country and sold to the agriculturists at a price lower than that at which it was given to Government officers and to money lenders. The grass obtained before the commencement of the monsoon had a very rapid sale.

68 — On large works kitchens were opened and the dependants were fed in them. They were given cooked food. In the case of persons who took objection to use the cooked food, dry grain according to the scale fixed for each individual was given, but such cases were very few.

69 — In villages and towns dry grain was given to persons who were gratuitously relieved. The scale of each article to be given to a dole recipient is prescribed in the Famine Code. It was found impracticable to give all sorts of the articles noted in the scale to each individual without much trouble and it was therefore arranged to give each of them the quantity of grain in lieu of all articles prescribed in the Code. This system was found very convenient both to the dole recipients as well as to the Bannas who undertook to supply dole to the people. Where the number of persons depending on gratuitous relief became large, village kitchens were opened and all the persons entitled to gratuitous relief from that village as well as from villages situated within four miles from it, excluding those who were unable to go over the distance, were fed in the village kitchen. In like manner, a similar arrangement was followed in connection with persons fit to receive dole who resided within a distance of four miles from the relief works. They were fed in the kitchen attached to them.

70 — At the commencement of the famine the village officers of each village prepared lists of persons fit for gratuitous relief. They were sent to the taluka Mamlatdâr for approval. He tested some of them and sent them back to the village officers. The village officers were authorized to put any person without any hesitation on dole, who, in their opinion, was fit for it. They had full knowledge of the condition of the residents of their villages and they were at once able to find out who really deserved the gratuitous relief. No particular condition was fixed as to whether any dole recipient was willing to receive dry or cooked food. As the dole consisted of dry grain there remained no cause for any one to make any complaint for receiving the same. When the recipients were sent to village kitchens or to the kitchens attached to relief works some objection was raised by persons who were not in the habit of eating food not prepared by a particular class of people, but such cases being very few it was managed to give them relief in the shape of dry grain.

The following persons were admitted to the dole —

- (1) Young children who were deserted by their parents and when there was no one to feed or take care of them

(2) Pregnant women who had come near their confinement and who had got none on whom they could depend.

(3) Blind persons and cripples unfit for work

(4) Old persons who were unable to do anything on account of their debility and who could depend on no one for their livelihood.

(5) Persons found in an emaciated condition were relieved until they became able to go to a relief work

(6) Persons that became ill and could not on that account go to any work were temporarily relieved until they were able to work for themselves

In short, any person found starving was at once relieved by gratuitous relief until he could be sent to a relief work.

71—Two poor-houses were opened in this district, viz, one at Nagar and the other at Shevgaon, from the month of January 1900 All classes except Bráhmans, Wamis, Márwádís were found to resort to them The number in the poor-house at Shevgaon had once gone over 2,600 inmates

72—The poor-houses did not serve as dépôts for vagrants and immigrants The admission to the poor-house was only restricted to persons who, on account of physical or mental debility or on account of emaciation, were unable to join a relief work No persons who refused to work on relief works were sent to a poor-house as a punishment

73—All the inmates in each poor house were examined by the Medical Officer attached to it once a week and those that appeared to have recovered or become fit for work were at once drafted to the nearest relief work or to their homes if they wished, and were struck off the poor-house list

74—In this district 10 kitchens were opened, viz, seven before and three after rains broke out

The village kitchen was intended to serve for persons residing within four miles

75—The ration used in the kitchen consisted of bread, dāl and vegetables The last-named article was supplied whenever it was possible to obtain it The bread and dāl were prepared according to the scale prescribed in the Famine Code No ghee could be had, and hence oil was invariably supplied in its place.

The meals were supplied twice every day, viz, once in the morning at 9 and again in the afternoon at 4 On weekly holiday the quantity sufficient for two meals for the whole day was given only once in the morning and the same practice was followed when the works were closed on account of any particular holiday In case any emaciated person appeared at any time after the morning or evening meal was distributed he was not refused food, but it was supplied to him even if the time for distribution had passed away Attempts were made to grant relief to new-comers in emaciated or weakly condition immediately after their arrival

The people were usually compelled to eat their food within the premises of the kitchen from which it was issued, but in cases of small children who were unable to eat the whole of their ration, they were allowed to take with them the balance of the ration that remained with them In the cases of women in confinement, sick persons unable to go to the kitchen, the ration was taken from the kitchen to the huts

in which they were residing and was given to them there under the supervision of the Superintendent of the kitchen or his kárkun. So also was the case with the nurses who were in attendance upon such women

76—No rule was made fixing the distance from relief works within which village kitchens should not be opened, but the village kitchens were not opened close to relief works

77—Practically there was no restriction placed on the admission to kitchen. The Special Civil Officer was to inspect all new applicants for admission and to admit them after satisfying himself that they were the proper persons that could be taken into the kitchen under the provisions of the Famine Code. Thus the selection of persons for admission was made.

74 A—The poor house ration usually consisted of bread, dál and vegetable. It was in accordance with the scale prescribed in the Famine Code. The bread was prepared of jowári, but when rice became cheaper it was substituted for jowári. In the case of sick persons rice, milk and such other articles as were recommended by the Medical Officer were given under the supervision of the poor-house superintendent

75 A—The village gratuitous relief lists were drawn up in the first instance by village officers. They were then checked by the Circle Inspectors. The Circle Inspectors inspected the recipients in each village every week. The District Inspector, the Mámlatdárs, the Sub divisional Officers, the Collector and the District Medical Officer inspected them from time to time. Each of these officers, including the village officers, had powers to strike off persons from the dole list or to add new ones to it.

76 A—The dole was given in the shape of dry grain all told as prescribed in the Famine Code. It was distributed on every Sunday in the chávdi or other public place in the presence of the village officers and the Panch properly selected from respectable persons in each village. In the cases of persons who are unable to attend the village chávdi owing to sickness or otherwise, dry grain was taken to their houses, and was delivered to them by the village officers in the presence of the Panch. The Circle Inspectors managed to be present at the distribution of the dole in some place or other in their charge. At taluka head-quarters the Mámlatdárs often managed to be present. The distribution was sometimes checked by the Sub-Divisional Officers and by the Collector while touring in the district.

77 A—In two cases the officiating pátils were found to be starving and had nothing to eat. There being no one available and willing to perform their work in the village, their emoluments being very small and sanction to the payment of extra remuneration not then being obtained they had to be put on dole until they got an additional pay.

Such cases among poor village officers often occur and some provision appears to be necessary to meet them. As there is no provision to put them on the dole register the cases of such officiating pátils became worse than those of the village mahárs and jaghás.

78—The cooks employed were generally Kunbi by caste, or they were of such castes that the inmates of the poor-house or of the kitchens would not take any objection to eat food prepared by them.

No reluctance was shown by any one to accept cooked food except by persons of the caste of Lingát-Wáni, Kásar, Sonár, etc., at any time from the commencement to the

closing of the famine. The cases of persons who took such objection were very few and could be counted by fingers.

79 —The kitchens were directly under the supervision of the Special Civil Officer attached to each relief work. A separate superintendent and a store-keeper were appointed, the former was in charge of the kitchen and the latter was to keep accounts. The Special Civil Officer was to examine the kitchen accounts, to supervise the issue of ration, the preparation and distribution of food and all other things in connection with it as he deemed necessary. The accounts were also from time to time scrutinized by the Mámlatdars, the Assistant and Deputy Collectors, or by the District Medical Officer in their respective charges. The inspecting officers sometimes took tests of the stock in the kitchens as well as of the weight of the food issued to kitchen inmates during their visit.

80 —Private cheap grain shops were opened temporarily in a few places in the district, but their duration was so small that it was impossible to gather appreciable results of the same.

81 —No

82 —The amount of land revenue suspended for the whole district during the year 1899 was Rs 7,14,025. The amount of remission is not yet fixed.

83 —As regards the collection of land revenue, certain rules were framed by the Collector. Under them the village officers prepared two lists, viz, one to contain the names of persons able to pay and the other of persons unable to pay. These lists were carefully scrutinized by the Mámlatdars. They were then sent on to the Sub-divisional Officers. They returned the lists of persons able to pay to the Mámlatdars with their approval and forwarded the other lists to the Collector for his approval.

In the case of poor persons contained in the lists suspension of revenue was ordered and all compulsory processes were stopped, and no further action to recover the same was taken. In the case of persons put in the lists as able to pay and who intentionally omitted or neglected to pay the revenue, permission was given to the Mámlatdár to recover the revenue by resorting to the compulsory measures prescribed by the Land Revenue Code. It would thus appear that the suspensions or remissions were not based upon crop failure solely, but in determining the postponement the general capacity of the land-holders to pay the assessment was taken into account. It was determined on the information supplied by the village officers and other respectable persons in the villages.

84 —The inquiry into cases of suspensions was set on foot and the way in which it should be carried out was formulated before the commencement of the revenue collection. The revenue was collected from those who paid it, but no compulsory process was permitted to be resorted to before the sanction from the Sub-divisional Officers was obtained. As a matter of fact, the cases of persons to whom the granting of remission was justified were not disposed of immediately, but they were kept on pending disposal at some future date.

85.—In some cases it so occurred that some persons were found to be in possession of property at the time when the first inquiry was made and they were therefore entered in the lists of persons having capacity to pay the revenue, but when revenue was demanded it so transpired that owing to the stress of famine they lost everything and had nothing with which to pay the revenue. Supplementary statements showing such cases were prepared by the Mámlatdars and sanction was obtained for the postponement of the collection of revenue from the persons noted in them. By this arrange-



ment all cases fit for such concession came under observation, and proper notice was taken of all of them. I did not come across any cases in which the relief referred to above was found to have been abused and in which it failed to have reached the right persons.

87—The number of persons in receipt of relief in this district exceeded 15 per cent, and this state of things continued for some time in the year. The reasons for such a large number are the following—

- (1) The failure of crops either in whole or in part
- (2) The indebtedness of the agriculturists
- (3) The want of stock of grain-supply or of fodder with the people
- (4) Want of means other than agriculture on which to depend for maintenance
- (5) Want of savings with the people and hence the exhaustion of all resources for procuring subsistence in the famine
- (6) Want of irrigation works on an extensive scale

88—From my experience I can say that the relief afforded under the Famine Code was neither excessive nor defective.

89—The people in receipt of relief generally belonged to the agricultural and labouring classes. They included proprietors of lands and their tenants. The percentage of the agricultural classes which sought relief on relief works can fairly be calculated at 50 on the total number.

90—My experience is that people came more readily on the famine works than before. This can be attributed to the total exhaustion of the resources of the people caused immediately after the famine appeared, and they could not hold out in their villages without subjecting themselves to starvation. Cases have occurred of persons who made considerable delay in joining relief works, but such persons suffered much in their condition when they came to the work and some of them died of emaciation. They have now from the last famine got sufficient experience that if they were to avail themselves of the relief opened by Government in time, they would not lose their condition and would fairly pass through the famine. They have now become acquainted with the measures taken by Government for their relief, and feeling confidence in them, they do not demur to join the same.

91—Instances were found in which relations and friends refused to accept credit of one another and to help each other by advancing money. Even *savkars* refused paying money to agriculturists and others on their credit. In some cases people were found to have gone to relief works after keeping in their houses what little they had got from their crops to avail themselves of it on their return from the relief works.

92 & 93—In my opinion the tests prescribed in the Famine Code is sufficient to prevent persons not in need of relief from seeking it. No further rules are now required on this point.

94—The village officers constantly moved about within the limits of their villages and ascertained births and deaths. Their subordinate village establishment also kept them informed of the same. On relief works the Public Works Department officer collected this information from the Camp Superintendent and communicated it to the officers of the village in whose jurisdiction the relief camp stood. A

separate birth and death register was kept for each work, these registers were constantly checked by the Circle Inspectors and by other inspecting officers

95—The high mortality was found mostly prevalent among small children and old persons. This arose from the facts that in the days of famine the mothers did not get sufficient food and they became dry and unable to feed their children. They were also not in a position to purchase milk as it was hardly obtainable, and the consequence was that many children got emaciated and fell victims. The same was the case with old persons. They were left neglected in villages by their elderly sons or by their wives with no one to take care of them and they thus got emaciated and contracted some disease or other and at last died. The deaths were generally due to diarrhoea and dysentery either brought on by eating raw grain or by indigestion.

98—The grain shops on the relief works were regularly inspected by the Special Civil Officers and by the inspecting officers. It was so netimes found that unwholesome and inferior grain was brought to the camp and exposed for sale. The sale of such grain was stopped.

99—It was often noticed that the people used to collect vegetables and put the same with the flour and prepared bread of the mixture so made. The leaves of tamarind trees, the kauth trees and others formed a part of such drugs. I was informed that one Bhil family used to mix red earth with the flour and prepare their cakes with it. They often used the fruit of prickly-pear as in addition to their food. The result of such admixture of drugs was that it produced diarrhoea and dysentery and affected the health of the people to some extent.

100—Immediately after the commencement of the famine a large number of immigrants constantly poured in from the adjoining Nizām's territory. They were picked out and it was discovered that their number was in all about 7,000. Their proportion to the total number relieved was nearly 2 3 per cent.

101—The immigrants were mostly in emaciated condition and it might be roughly calculated that 15 per cent. of them might have died. The mortality of the district was roughly speaking between 4 and 5 per cent, hence it would appear that the mortality among these immigrants was three times more than that among the people of the district. The effect was that the number of deaths in this district appeared to have slightly increased.

102—At the end of the famine the orphans that remained undisposed of were made over to respectable persons who applied for them. No friends of the orphans came forward to receive them. As far as possible they were made over to the people of their own caste and failing this they were made over to the respectable people of caste higher than their own. Some were sent to the orphanages established by native gentlemen and a large number, especially of Mahār and Māng orphans whom people of other castes refused to accept, were sent to the Missionaries in the district. In this way most of the orphans were disposed of.

104—No complaints of the nature referred to in the question came to my notice.

105—Complaints were often made that no labourers could be obtained for agricultural or other works started by private individuals, and it was noticed that the difficulty was much experienced by them in obtaining labourers and my experience is that the complaints were true.

106.—It would appear that the rainfall in the preceding years was much below the average and the consequence was that a good deal of moisture not being retained in the

soil, the heads of corn did not contain as much substance as they formerly did, the grain obtained from them was thus of inferior quality and the outturn of the crop was thereby much less than what it was before

When the prospects of the standing crop appeared gloomy the people tried to turn it out and to sow other crop in its place. The tendency to double cropping had thus increased, but in the end no substantial good was realised

(6) Owing to the want of sufficient water-supply in wells the agriculturists preferred to grow food crops to growing sugarcane or other valuable crop which took a long time to yield their produce

109—Many Staff Corps officers were employed for supervising the relief works. In my opinion, not being acquainted with the language of the country and with the ways of keeping accounts, &c., they were not able to detect any frauds and were not apparently of much use. I think much good might be done if persons holding permanent appointments under Government either in Accounts, Revenue or Judicial branches were to be appointed to supervise the relief works as a counter-check on the work of the Public Works Department officers. I would suggest that there should be one supervising officer for two or three works and one European officer from the Revenue Department should be posted to inspect the work of two or three such Native supervising officers

Persons of the lower grades in the Native Army were appointed in minor posts, but their services were not found to be of any appreciable use

110—Non-official agency was made use of to a very slight extent and that too in the district towns and in taluka stations. Non-official gentlemen employed evinced much interest in their work and there is much scope for its extension.

112—As far as my experience goes, I do not think that the massing of people on large works tended to disorganise family life or weakened social restraint. Owing to the system of keeping large works, many families belonging to one or more adjoining villages found it convenient to get employment on one work and to live together in one camp. This has a good effect on the moral ties of the members of the families and it serves as a good check on them. In rare instances the moral ties, especially of men and women having no other family ties, appeared to have been somewhat slackened, but it is impossible to prevent the occurrence of such relaxation among persons having no character at all

N K PENDSE,

District Deputy Collector, Ahmednagar

*Ahmednagar, 9th January 1901*

## MR McC HARRISON, EXECUTIVE ENGINEER, AHMEDNAGAR

*The President* — Were you Executive Engineer during the famine ?

A — No, I was Relief Engineer

Q — You know all about the famine ?

A — Yes.

Q — We have been told that the first action taken in the way of giving relief was the opening of test-works ?

A — Yes, but I was not there when test-works were started.

Q — When did you join ?

A — On March 21st

Q — When you joined you found the regular works in operation ?

A — Yes

Q — Did you find that the difficulties we have been told of in the way of establishments, tools and plant had been overcome ?

A — Yes, we had a certain amount of difficulty about establishments

Q — We were told you had to deal with a very poor lot of men, not very trustworthy Is that so ?

A — Yes

Q — The system you found in operation is known as the Code task system, with the minimum wage, and the effect of this minimum was that people were not anxious to do any more work than they were obliged

A — Yes

Q — Was the minimum of 12 *chhataks* in operation open when you joined, or the reduced minimum ?

A — Twelve *chhataks*

Q — During your incumbency it was reduced to 9 *chhataks* ?

A — Yes

Q — From whom did the proposal emanate, from the Public Works Department or the District Officer ?

A — I am not certain As a matter of fact the 9 *chhatak* rate was introduced in February and I joined in March, and we did not enforce the 9 *chhatak* rate to any extent

Q — Did you maintain the 12 *chhatak* rate ?

A — Almost entirely throughout

Q — And how long did the 12 *chhatak* and the 9 *chhatak* continue side by side ?

A — All through the famine

Q — Then on some works you had the twelve and on some the nine ?

A — No I mean to say we could fine from the twelve to the nine If we found people contumacious we could fine down to the nine

Q — I see But we have been told that it was found that while the 12 *chhatak* minimum was in force the people were content with 12 *chhataks* and made no exertion ?

A — That is true

Q — And that in order to stimulate them the minimum was reduced to nine I infer that the rule was of universal application It may be that the change was introduced on some works and that on others it was not necessary ?

A — No, the subordinates knew that if the Inspecting Officers came round and saw the people were not in good condition, reasons would be asked and so the Public Works Officers were disinclined to give down to the 9 *chhataks*

Q — You mean that the rule was modified by injunctions from the Medical Department or the Collector, who ordered a particular case for relaxation and return to 12 *chhataks* ?

A — It practically amounted to that, I think

Q — When your subordinates saw that any particular group of men deteriorated on 9 *chhataks*, they put it up ?

A — Yes

Q — The rule was the 9 *chhataks* scale after the order for reduction, but that was tempered by reversion to the 12 *chhatak* scale when a sufficient reason appeared ?

A — Yes

Q — Did you ever, under your management, have on the works the payment by results system ?

A — Yes, we began it in my portion, in two *talukas* of Sheogaon and Nevsa in the end of August

Q — Was that with a view to weeding out people from your works ?

A — No, the District Deputy Collector for these *talukas* reported that private labour could not be had

Q — And with a view to bring people back to the usual employment you used the piece-work system ?

A — It was not exactly a piece-work system It was on the Code system of payment but we abolished the penal minimum

Q—That is to say you paid by results? You had attached to your works kitchens for the dependants and children, so that frequently a man, under the system which you adopted, was only paid the amount that he earned and his dependants were all fed. Did you find that stimulated the industry of the people?

A—In some works I made some calculations as to whether the work was done cheaper and I found in two or three the rates improved from our point of view.

Q—From your experience of the two systems—which do you prefer?

A—In March, coming from Sind as I did, and seeing these Mahrattas for the first time, I thought them a miserable lot, but after some months of the works, I noticed a great improvement in the people. They picked up wonderfully in August and September.

Q—On the 9 *chhataks*?

A—On any payment.

Q—But from your experience of the two systems would you prefer, if you have to do this thing over again, to work a payment by results system from the beginning?

A—I certainly should.

Q—For an engineer officer it certainly is the most satisfactory?

A—Yes.

Q—How did it come to pass that labourers can keep in good condition on 9 *chhataks*, when we are told on medical authority that the lowest a man, doing a fair day's work, can live on is 19 *chhataks* for a digger and 14 or 15 for a carrier. I suppose part of the explanation is that they do no work?

A—They do no work, they nominally move a hammer.

Q—Did you come to the conclusion that they had no resources besides that pittance?

A—I think they came on in families and many of these families had weakly people, and I think they kept these people weakly and lived on their earnings.

Q—That I can understand when the whole earnings of the family are brought into hotch-potch, so to speak, but where the weakly people are fed?

A—I think the amount given to the children after they have picked up was excessive.

Q—So it may be, but the child cannot carry away anything?

A—It does, I have seen it constantly, and people live on the children.

Q—They carry away some of the doles that they get and bring it to their mothers?

A—Yes.

Q—Are payments made weekly and measurements weekly?

A—Yes.

Q—If you had a sufficiently strong establishment would you not prefer a system of daily payments and daily measurements?

A—I do not think it feasible.

Q—But would it be more satisfactory to you as an officer controlling relief operations, if everybody was paid by the day?

A—Yes, I think so.

Mr Nicholson—The previous witness mentioned there were no tanks in this division of the district. The rainfall appears to be about 25 inches per annum. Could not tanks be made?

A—It may possibly be that no careful survey has been made of the district. I do not know it very well, myself. We have two big tanks being made, and I rather think a third is to be begun, but from the configuration of the district I dare say projects might be found.

Q—I am not speaking of big projects, but small tanks in villages.

A—I cannot speak definitely.

Mr. G. McC. Harrison.

*Replies by Mr. G. McC. Harrison, Executive Engineer, Ahmednagar, to the questions drawn up by the Famine Commission*

Question 3 (a) The average rainfall during the rainy season (June 1st to October 31st) for 20 years from 1880 to 1899 is 20.9 inches

(b) The actual average rainfall of the Ahmednagar District during rainy season (from 1st June to 31st October in 1899) was 10.70 inches, 52 per cent of the average.

(c) The rains in the Ahmednagar District ceased in September in 1899

(d) The rainfall was distributed as follows —

Stations	Actual in 1899	Average for 20 years
	Inches	Inches
Ahmednagar . . .	10.71	20.58
Shevgaon . . .	16.04	23.98
Akola . . .	9.28	21.41
Bhatodi . . .	9.32	22.61
Ashvi . . .	12.73	21.44
Malunja . . .	11.66	20.83
Karjat . . .	10.44	19.95
Jamkhed . . .	15.91	26.24
Shrigonda . . .	8.61	17.30
Parner . . .	10.20	21.04
Nevasa . . .	9.64	21.68
Rahuri . . .	9.54	19.94
Sangamner . . .	8.94	18.67
Kopergaon . . .	6.3	17.02

8 Metal-breaking works were opened.

The tests applied were :

- (1) Task—Payments being made by results on piece-work
- (2) No allowances to dependants
- (3) No rest-day allowance

9 (a) A famine programme containing a list of relief works was ready. Surveys and estimates of some of them had been prepared, but, owing to the famine of 1899 coming so quickly on the heels of that of 1897, surveys and estimates were not so much up to date as they might have been.

(b) No No lists of candidates qualified for famine were maintained

10 Large public works only

14 Yes About 25 feet close to "nálas" and low-lying tracts, on higher ground about 40 or 50 feet

15. Metal-breaking was first undertaken as test works. They were ordinary works under the Public Works Department and supervised by the Public Works Department

16. The tasks on test works were—

5 c ft metal broken from *boulders* for Class I (men)

3 c ft metal broken from *boulders* for Class II (women and weak men)

1 c ft metal broken from *boulders* for Class III (children)

From *blasted rock* the tasks were 6, 3 and 1 c ft. respectively

17 Yes. The piece workers were paid exactly for what they turned out, but never paid above the maximum There was no rest day allowance or allowance to dependants

18 The fact that large numbers flocked on to the test works when the prices of grain rose high

19 Large public works

20 Under the control of the Public Works Department. No Establishment was increased as requirements demanded No There was never any difficulty about tools and plant

21 Yes The works were divided into subdivisions No maximum, as regards workers, was fixed

22 Yes The establishment in a sub-division was usually the following —

1 A Sub-Divisional Officer, either a permanent upper subordinate of the Public Works Department or a temporary Engineer taken on for the famine

2 In immediate charge of each camp was a Public Works Department officer of the standing of a lower subordinate, Public Works Department, or a temporary subordinate taken on for the famine.

3 A Special Civil Officer was in charge of each camp

4 Maistries according to requirements The proportion was about 1 maistri for 1,000 workers

5 Mustering karkuns in the proportion of 1 for 200 workers

People were hutted as far as possible We aimed at providing shelter for about 50 per cent of the people in a camp

(1) Adequate arrangements for sanitation in the way of latines, sweeping, etc, were always made

3

(2) Also water-supply rules drawn up by the Collector for both sanitation and water-supply were very carefully followed

23 Practically so. At first people came with "Dákhlas" from the village authorities, stating they had no means of subsistence. No distance test. Residence in camp was compulsory only.

24 There were, in round numbers, 200,000 persons on relief in this district. The area of the district in square miles is 6,666. Therefore a charge of 5,000 persons would serve about 167 square miles. I cannot say precisely, some came from long distances in the beginning of the famine to works, and stayed on, making their homes, for the time being, there. But, when works were extensively opened in the district, people could practically pick and choose and they naturally chose the works closest to their village.

25 Yes. Only in technical or professional matters were they independent.

26 Yes. He was usually a kárkun in the Revenue Department. His salary ranged from Rs50 to Rs100. He was subordinate to the local Public Works Department representative. No.

27. No.

28 Gangs were made up of men, women and children on earthwork. On metal breaking they consisted occasionally of men, women and children mixed, but were oftener of women (Class II) and children (Class III) mixed or separate. Strong (Class I) men were generally ganged separately and not employed on metal-breaking. They were made to drag carts containing metal to roadside. On earthwork gangs numbered 50, but were sometimes less and consisted generally of persons from the same village and family. This could not be observed on metal-breaking, as people in various classes were kept quite separate and sat together according to class. Metal-breaking gangs were also 50.

29 Labourers were classified as—

- 1 Special
- 2 Class I
- 3 " II
- 4 " III
- 5 " IV (nominally worked)

This is practically identical to the classification in paragraph 445, Famine Commission Report, 1898.

30 No. The fact that weakish men were classed with women in Class II never gave any difficulty. My own experience is that a strong Class II woman is a better worker than a Class II man.

31 The code system of payment was introduced at the outset and maintained throughout the district until end of September 1900, except in the Shergaon and Neváa Talukas, where payment by results was specially introduced early in August 1900.



33 On metal-breaking works the following tasks were fixed —

8 c ft	broken metal for	Class	I
6	Ditto	ditto	II
3	Ditto	ditto	III

On earthwork tasks laid down in tables which accompanied Government Resolution No 538 F, dated 5th March 1900, were followed. Subsequently, when it was found that the workers could not do these tasks, they were reduced 25 per cent.

34 Wages in my opinion were adequate. The workers, as far as my experience goes, always after a short time improved on coming on to the works. No evidence, as far as I am concerned. Yes, copper coins returned freely to the Bannas.

35 A rest-day wage was always given.

36 The minimum wage can be earned by doing anything between  $62\frac{1}{2}$  and  $37\frac{1}{2}$  per cent of the task. I think this a wide limit. The old limit of giving the minimum for 50 per cent or half the task sufficed. I think any worker who does below 50 per cent of the task should be given the penal minimum or penal wage.

37 At the outset no one was fined as a rule below the minimum, only the contumacious were fined down to the penal wage. No.

38 Weekly. No.

39 Paid weekly. No.

40 To the individual. This is the most satisfactory method.

41 I attach figures for one metal-breaking work and for one earthwork.

The penal wage proved no deterrents to people remaining on works.

42 The system of payments by results was on the code task system, the penal wage being abolished. All persons earning below the minimum were paid exactly for the work they did. The only persons so exempted were Class IV (nominally worked), these never being paid below the minimum. This system corresponds with none of the systems of payment by results described in paragraphs 208 to 212 of the 1898 Famine Commission Report.

43. The maximum wage was, as laid down in the Bombay Famine Code, varying according to the price of grain. Children below eight years age were relieved in kitchens, and children at breast without teeth in both jaws were paid one pice per day. Weakly persons were employed on lightest forms of labour, such as sweeping and weeding camps, etc., and they were paid the code minimum irrespective of the work they did.

44 Contractors were employed in quarrying rubble for metal-breaking works, also masonry works in connection with new roads and tanks, etc.

45 Muster rolls were always maintained, as payments by results were made by the code task system, *vide* reply to Question No 42.

46 By the order of the Mámlatdár of the táluka the work was in On one of the cheapest staple food grains, either juwár or bájrí Yes

47 On deciding that a relief work was required in a certain locality, convenient sites for the opening of relief camps were fixed A Public Works Department officer and Special Civil Officer were then appointed. Hutting, kitchen and hospital arrangements were made Then labourers as they presented themselves were classified by the Special Civil Officer in accordance with the code classification Dependents were relieved in the kitchen, tools and plant were given out to workers by the Public Works Department officer in charge, who by the aid of maistries marked out and measured up the work done by the gangs daily They were then paid weekly by cashiers on muster rolls, in the rolls being noted the amount of fine against each individual The water supply was carefully conserved according to rules drawn up by the Collector and was under the immediate supervision of the Special Civil Officer, assisted by the Medical Officer in charge of the camp The District Medical Officer arranged for adequate medical supervision of the camp as long as it lasted.

48 Tasks were lessened or stiffened by the Superintending Engineer in consultation with the Commissioner.

51 There is only one instance of this happening People were drafted from Kápurwádí Tank (near Nagar) to dig wells in Municipal limits under Civil agency with satisfactory results.

52 In my opinion they are sufficient

G McC HARRISON, C E,  
*Executive Engineer,  
Ahmednagar District*

AHMEDNAGAR,  
9th January 1901 }

# ACCOMPANIMENT TO QUESTION No 41.

*Statement showing figures of workers on earth as well as metal breaking works in the Ahmednagar District, at the time of the greatest pressure, and the wages they earned*

Number	Name of work	Number of people	The full wage	Penal wage	A wage between the full and penal wage	REMARKS
1	Constructing Kapur wádí Tank	9,922	965	1,658	7,299	For week ending 9th June 1900
2	Collecting and breaking metal on Nevása Belapur Road	6,049	334	1,867	3,848	For week ending 26th May 1900

G McC HARRISON, C E,  
*Executive Engineer,  
Ahmednagar District*

AHMEDNAGAR,  
9th January 1901 }



# DR. E MAYNARD, DISTRICT MEDICAL OFFICER OF AHMEDNAGAR

*The President*—Are you District Medical Officer of Ahmednagar?

A—Yes

Q—How long have you been employed there?

A—Since 15th July 1900

Q—Who conducted the medical work of the district before that?

A—Captain Burne of the Indian Medical Service.

Q—Is he on leave?

A—He went to China

Q—You took his place in July?

A—Yes, on the 15th July

Q—Did you find famine operations in full swing?

A—Yes

Q—Did you make a tour round the relief works as soon as you arrived?

A—I started two days after I came

Q—Was the general condition of the people satisfactory?

A—Yes, quite satisfactory

Q—From what you saw did you find the tendency of the people not to do work on relief works due to their inability or to their unwillingness?

A—It was due to unwillingness

Q—They did not wish to do more than they liked?

A—Yes

Q—Your experience was that they kept in very fair condition?

A—Very good condition

Q—On the minimum wage?

A—Ostensibly I do not know whether that was supplemented by other funds

*Mr Bourdillon*—Your death-rate is not very striking Cholera was never very bad?

A—No

Q—You say there was not much sickness on works, but some sickness in villages?

A—Yes

Q—Was that due to cholera?

A—No There was very little cholera in the whole district

Q—You say there was a good deal of diarrhoea and bowel disease brought on by eating bad food?

A—Yes.

Q—Was it your experience that the autumn of 1899 was unhealthy?

A—No

Q—Had you anything to show that the death-rate was above the average, both in the lower classes and better classes of the people?

A—I formed that opinion from personal inspection

Q—Did you find the arrangements on works satisfactory?

A—Yes, generally good

Q—We have heard that your Subordinate Medical staff was formed of indifferent people not acquainted with medicine?

A—Yes

Q—Were they ordinary employes who had picked up the knowledge of sanitary rules?

A—I did not take much notice of them

Q—Did you find it very difficult to arrange for hospital accommodation when cholera broke out?

A—There was cholera only on two works

Q—It never assumed an epidemic form?

A—No, except on the works

Q—You did not move the people?

A—No

Q—It was stamped out on the spot?

A—Yes

*The President*—How did you secure your medical subordinates?

A—By advertising.

Q—Were they private practitioners?

A—Nearly all, we had very few permanent men

Q—Did you get good men or were you disappointed?

A—We were greatly disappointed

Q—Were they graduates of the Bombay University?

A—No, not one

Q—Had they the qualifications of compounders?

A—We had a good many who had no actual acquaintance with medicine at all We picked up some who may have been hospital compounders, but without any actual registered certificates.

Q—What did you pay these men?

A.—Rs 25 per month with 8 annas a day as allowance, and the compounders would get Rs. 15 or 20. Our men were not capable of diagnosing disease.

Q—Did you employ any native *hakims* or *vaid*s?

A—No, we had no one but those who knew the European system of medicine.

Q—No native practitioner?

A—No.

Mr Nicholson—Do you know what proportion of the population in villages and on relief works were fed on improper food, such as the flesh of diseased cattle—cattle who had died of disease?

A—I cannot say.

Q—Did you notice if there was any large quantity of flesh eaten in the camp?

A—They did not eat diseased meat. I noticed they were eating grass seeds.

**Dr. E. Maynard.**

*Replies of Dr E Maynard, District Medical Officer, Ahmednagar, to the questions drawn up by the Famine Commission.*

95 High mortalities were the rule for the present year in most of the villages inspected but not on famine relief works, if the figures be corrected properly for newcomers and for ages of those dying. Neglecting deaths (in villages) in those at extremes of age, most of the causes given by the village officers were compatible with an insufficient or unsuitable food-supply, but the connection between cause and effect cannot be directly traced.

96 The connection cannot be directly traced between an impure or insufficient water-supply and an increased mortality. Where possible, well water alone has been used for drinking purposes, and in very few cases has the supply of water been insufficient for drinking purposes. Permanganate of potash was used freely, where necessary, to purify sources of water-supply from once to thrice a week at different places.

97 At (a), (b) and (c) special sanitary arrangements, which were sufficient under the supervision of the Medical Officers in charge, were made as regards—

Latrine arrangements,

Issue of drinking water,

Prevention of fouling of sources of water-supply,

Prevention of overcrowding,

Detection and treatment of cases of illness,

Segregation of contagious and infectious diseases, and

Proper disposal of corpses

98 Yes. In very few cases was inferior or unwholesome grain discovered.

99 Weeds were cooked and eaten as a vegetable by some people, and this was followed generally by diarrhoea, but no serious effect upon health resulted.

E MAYNARD, D P H.,

*District Medical Officer*



*The President*—When did you join your district?

A—I came into the district in May I worked as Assistant Collector from May up to November

Q—Are you now Collector of Khandesh?

A—Yes

Q—Were you here during the famine of 1897?

A—No, I was then in Nasik.

Q—What is your principal crop?

A—*Kharif* in the proportion of six to one

Q—That is six of *kharif* to one of *rabi*?

A—Yes

Q—What is your principal *kharif* crop?

A—*Juar* and *bajri* and cotton

Q—Do you call cotton *kharif*?

A—Yes, it is a *kharif* crop in Khandesh

Q—Was there great failure in the *juar* and *bajri* in 1899?

A—Yes

Q—Was there a four-anna crop?

A—No It was put down as a one-anna crop of *bajri* and a three-anna crop of *juar*

Q—Does *bajri* cover more land than *juar*?

A—I think it is about the same *Juar* is ordinarily 17 per cent and *bajri* 22 per cent

Q—When did you first take preventive measures?

A—I think they were begun in October The relief works were opened in October.

Q—Did you begin with test-works?

A—Yes.

Q—How long did the test-works continue before they were converted into relief works?

A—I believe about a month and a half

Q—They were conducted on a piece-work system?

A—Yes, mostly

Q—The piece-work system was abandoned when the test-works were converted into regular relief works?

A—Yes

Q—And then there was a minimum wage?

A—Yes

Q—Was your experience the same in Khandesh as that of other districts, *viz*, that the people on the Code task system were content to do as little work as they could and to get the minimum wage?

A—I think so The distress in Nasik in 1896 was not so severe, even there the same complaint was made that the people were content with the minimum wage

Q—That was your experience in Khandesh also?

A—Yes

Q—Was the minimum wage of 12 *chhataks* reduced in Khandesh to 9 *chhataks*?

A—Yes

Q—When was it reduced?

A—In March

Q—Did it continue throughout the famine?

A—It did except on some works where it was a failure and was discontinued

Q—When was it discontinued?

A—I think in June or July

Q—Why was it discontinued?

A—It was found that the Public Works subordinates did not apply the system with sufficient discrimination

Q—They went in for general reduction instead of merely looking after individuals?

A—Yes

Q—And consequently those who did work suffered?

A—Yes

Q—You reduced your minimum to 9 *chhataks*?

A—Yes

Q—Was there a penal wage under that?

A—No We considered that a penal wage

Q—When you saw that the people were contented with the penal wage your suspicions were roused, and you were led to think that possibly it might be due not to the idleness of the people but to the inefficiency of the Public Works subordinates to fully measure up the work that was done?

A—Yes It was also noticed by Government

Q—The minimum wage was 12 *chhataks* at first?

A—Yes,



Q—When you reached Khandesh you found the minimum wage of 9 *chhataks* in operation?

A—Yes

Q—Your suspicion was roused that probably the people did an amount of work which entitled them to more than 9 *chhataks*?

A—The idea was that the supervision was so lax that people did not do as much work as they should have done

Q—The work was improperly measured?

A—I could not say that. But I can say that the supervision of the Public Works Department was inadequate

Q—The result was that the penal wage of 9 *chhataks* was raised to 12 *chhataks*?

A—Yes

Q—Why was it not raised on all the Public Works?

A—Because on some the people earned more than the penal wage

Q—Then the inference was drawn that in the other works they might have earned more than 9 *chhataks* if they had been properly supervised?

A—Yes

Q—Why was not supervision made better? Why was not the Public Works staff strengthened?

A—I do not know

Q—When the minimum was raised from 9 to 12 *chhataks* did the people do more work?

A—They earned up to the minimum on most works

Q—So that it may possibly be that these men were earning up to 12 *chhataks*, but the Public Works subordinates did not measure their work properly?

A—I cannot say that

Q—That is your opinion?

A—My opinion is that the people suffered not because the measurement was not properly done, but they suffered because the measurement was being done by the whole gang irrespective of individuals

Q—Then individuals suffered for the *laches* of their lazier comrades?

A—Yes

Q—Did you notice any deterioration in the physical condition of the workers on the 9 *chhataks* wage?

A—I had no opportunity to see their condition before May, but in May it was bad

Q—When the minimum wage was raised to 12 *chhataks* did they improve?

A—I think so

Q—Did you consider it your duty to go about looking into the work of the Public Works Department in all its departments and branches?

A—As I was then only Assistant Collector, I did not interfere. I could make inquiries. I was Assistant Collector from the end of April to October. During the whole time that the famine works were open I was Assistant Collector

Q—Did you supervise the distribution of village gratuitous relief?

A—Yes

Q—Did you take much assistance from the non-official agency in the distribution of village gratuitous relief?

A—No, hardly any

Q—Did you attempt to associate non-official agency with official agency?

A—I did so particularly in one place. At Nandurbal where homeless wanderers were constantly found dead I called a public meeting and asked for volunteers to help me in trying to get hold of such people before they died. For regular distribution of doles they were not utilized

1 Q—Did you find that Circle Inspectors and other persons interpreted the rules too strictly and the result was that people died?

A—Yes, there was a very large mortality

Q—Did you endeavour to associate non-official agency with yourself because you were not quite satisfied with the work of the Circle Inspectors?

A—Yes

Q—Did you get valuable assistance from this non-official agency?

A—No

Q—How did you set about to get outsiders to work with you?

A—In the villages my plan was to ask respectable people to bring cases of distress to my notice. They were not given any authority to distribute relief themselves

Q—Do you think if you had given them authority to distribute relief they would have been willing to assist you?

A—I suppose so

Q—Do you think from your knowledge of the respectable people of the villages that they would have abused that authority?

A—Yes, I think so

Q—On what ground?

A—They used to recommend people for relief who should not have been recommended.

Q.—Would it have been worth incurring that risk in order to associate that agency with you?

A.—Only in so much that more lives might have been saved, I think they were inclined to be very profuse

Q.—Was everybody pinched?

A.—Yes

Q.—How did you proceed with the question of suspension of Government revenue?

A.—Instructions were given to collect as much as could be done. But no coercive measures were taken without the sanction of the Assistant Collector

Q.—How did you proceed to carry out general instructions?

A.—The village officers collected as much as they could in the ordinary way

Q.—Did the village officers commence to collect by winnowing the rich and the poor?

A.—No

Q.—Discretion was left with the *kulkarnis* and *patels* as to persons from whom they should collect?

A.—They had no discretion at all. They were required to collect from everybody and where they did not collect the cases were reported to the *mamlatdār* for orders and he made enquiries about the circumstances of the defaulters

Q.—And then he let off people whom he thought unable to pay?

A.—He reported every case to the Assistant Collector who made further enquiries in the case and exempted those who were unable in his opinion to pay

Q.—The *kulkarnis* and *patels* took the first steps?

A.—Yes

Q.—Their hands were in no way tied except that they could not make any attachment?

A.—Yes

Q.—Short of making attachment could the *kulkarnis* and *patels* do anything they pleased in the way of collection?

A.—Yes

Q.—There was no general order issued stating that Government suspended 20 per cent or 40 per cent or 80 per cent?

A.—No

Q.—Did the *kulkarnis* and the *patels* exercise the discretion in a reasonable way?

A.—They had hardly any discretion. They merely took the money that was given, and were told to collect by a certain date

Q.—And they had to report after that date to the *mamlatdār* the names of those who did not pay?

A.—Yes

Q.—Is it not incumbent on the *kulkarni* to ask men to pay?

A.—Yes

Q.—Was there any general order about the suspension of revenue over a large tract of country?

A.—No

Q.—Was there any order issued suspending revenue with regard to certain classes of people?

A.—No

Mr. Nicholson.—What is the total cultivated area?

A.—The *kharif* area is taken at 2,590,000 acres ordinarily?

Q.—And the *rabi* area?

A.—About 200,000 acres

Q.—Giving the total of about 2,800,000 acres?

A.—Yes

Q.—Are irrigation tanks possible?

A.—Yes

Q.—Is irrigation extensive in your district?

A.—Yes, mostly from tanks

Q.—For the future do you consider that there would be any scope for extended irrigation?

A.—Yes

Q.—Is there a large well irrigated area?

A.—Not very considerable

Q.—Could that be developed?

A.—I think so

Q.—During the famine was there any appreciable development of it?

A.—A number of wells were made.

Q.—Are the people accustomed to grow fodder for cattle?

A.—No

Q.—During the last famine did you notice whether well irrigation was used to grow fodder?

A.—No, the practice is not in vogue

Q.—Do you think there is any scope for extending irrigation by small village works?

A.—Yes, I think so. It is an undulating country

Q.—If any such works were undertaken during the famine it would be productive?

A.—Yes

Q—Why were not such works undertaken as village works ?

A—I do not know.

*The President*—I notice that in one of your answers you say that the ticket system is desirable ?

3 A—Yes, the tickets show that people are residents of the district

Q—You would exclude all persons who have no tickets, but the emaciated would be admitted ?

A—Yes

Q—And people of unsettled classes like the Bhils ?

A—They must be admitted without tickets

Q—Suppose a person came 8 or 10 miles, would you admit him without a ticket ?

A—Not, unless he looked emaciated

*Mr Bourdillon*—You have a large proportion of aboriginal tribes in Khandesh ?

A—Yes

Q—Where are they particularly located ?

A—They are most numerous on the Satpura Hills

Q—In the north of the district ?

A—They are mostly in the west and north

Q—Roughly speaking what is your population of Bhils ?

A—I think it is more than 200,000

Q—What is your population of the whole district ?

A—It is 1,400,000

Q—One-seventh are Bhils ?

A—Yes

Q—Was there a large mortality among them ?

A—Very large

Q—Was that owing to sickness ?

4 A—No They would not come on relief works, they are not settled Bhils.

Q—Did you make any attempt to take work to them ?

A—Yes, relief work was provided for them in the form of grass and bamboo cutting

Q—When relief was brought to them did they take it ?

A—Yes, relief that suited them

Q—The forests were thrown open to grazing ?

A—Yes

5 Q—A very large number of them never returned ?

A—Yes

Q—Can you give me the month when cholera occurred ?

A—It occurred before I came By the end of April it had mostly disappeared I think it was raging in March and April

Q—Did cholera rage on works ?

A—I think it began on the works

Q—And the people took it to the villages ?

A—Yes

Q—How did it go to the Bhil country ?

A—It was taken by the Bhils who had come to the villages to sell grass and firewood Some say cholera in the villages was due to the people eating diseased meat

Q—And to what was the mortality among the Bhils due ?

A—That was also due to unwholesome food and the eating of wild roots

Q—I suppose a large number of Bhils died of absolute starvation ?

A—I think so

Q—Nothing could be done to take them to the relief works ?

A—No, they would not go to the regular relief works

Q—It was not realized that special relief works were required for them ?

A—It was realized so far as the Collector was concerned, but there was delay in obtaining sanction

Q—The Collector was not able to carry out any special form of relief until he got formal sanction ?

A—Yes

Q—The result was a considerable loss of life ?

A—I am afraid so

*The President*—The loss of life followed on the delay between the Collector's application for sanction and the giving of sanction by the Government ?

A—Yes

Q—In one case in Taloda, a poorhouse was not started for two months after the Collector's application Do you think the Collector could not have taken it in his own hands to open the poorhouse ?

A—I cannot say but I should have done it

Q—When was it found that the Bhils were not going to take ordinary famine relief ?

A—As early as December 1899

Q—Then gratuitous relief was started ?

A—There was a proposal that gratuitous relief should take the form of a poorhouse. At first they were given cooked food but they ran away

Q—Do the Bhils eat everything?

A—Yes, they have no caste restrictions, they went away simply because they wanted things their own way. They took their dole readily.

Q—Crish dole?

A—No, grain

Q—Your opinion then is that measures were not taken in sufficient time for the prevention of starvation among the Bhils?

A—I should say that measures were taken but they were such as the Bhils would not accept

Q—No suitable measures were taken in time in connection with the Bhils and consequently there was great mortality?

A—An attempt was made to take suitable measures but they were found to be unsuitable

Q—Do you mean to say that had the Bhils accepted those measures they would have afforded relief to them?

A—Yes

Q—The measures were unsuitable and consequently the Bhils suffered?

A—Yes

Q—You mentioned that measures were proposed but not sanctioned by Government, does that refer to the poorhouse?

A—Yes

Q—And pending the sanction of Government the Bhils suffered and died?

A—I think so

Q—You say that the Collector, under these circumstances should have taken action at once?

A—I should have done so.

Q—Is it true that in consequence of the failure of adequate measures the Bhils took to crime?

A—The Bhils took to crime owing to the famine

Q—The whole Bhil country was disorganized?

A—Yes

Q—Have the Bhils cultivation?

A—Yes, on the hills and also in the plains

Q—During the last famine was there any attempt made to employ the Bhils in cultivating their own fields?

A—In my own *talukas* I did a little in that direction. In the rains I did not press them to come on relief works, but sent them back from poorhouses to their villages

Q—Was there any arrangement made by which they were employed in cultivating their own fields and were supported while they did so?

A—Yes

Q—Was the *kharij* crop up to average in 1900 in the Bhil country?

A—No

Q—Why?

A—The rainfall there was rather capricious. In the west of Nandurbar and in Nawapore there was very heavy and continuous rain and they were not able to sow at all. Also they had not a sufficient number of bullocks

Q—So that the relief works, with regard to the Bhils, were not successful?

A—It was in one case in Nawapore, where a relief work was kept open throughout the rains. The Bhils stayed on it to the number of 4,000, upon the minimum wage, doing nothing for months together

Q—What was the nature of the work?

A—It was an ordinary road work

Q—Was the officer in charge there one whom the Bhils trusted?

A—I do not know. The work was in charge of the Executive Engineer

Q—Was there any personal or particular attraction?

A—I do not know.

Q—I notice that in the month of March the Doctor reported that distress among the Bhils in the Taloda *Taluga* was nothing less than appalling. The Collector admitted the correctness of this statement, but he said that destitute wanderers were held to be ineligible for the dole?

A—Yes

Q—Were these wanderers maintained in a poorhouse?

A—They were to be maintained in a poorhouse and they were sent to the poorhouse

Q—I understand that the proposal to erect a poorhouse was not carried out because sanction was applied for and not given by Government?

A—I did not say by Government, there was some correspondence between the Collector and the Commissioner

Q—Do you mean to say that the failure to give sanction was a failure on the part of not the Government but the Commissioner?

A—I cannot assign it to any one

Q—In such an emergency should not the local officer, have dealt with the matter in anticipation of sanction? These people were starving. The condition of the people was bad in the end of October, and the matter was not reported till the end of February, and meanwhile the damage was done?

A—Yes

Q—Does not all that point to the moral that in famine relief the duty rests with the officer on the spot to see that he takes actions in anticipation of sanction?

A—He must be given necessary authority

Q—The Bombay Government would, I think, be greatly dissatisfied to have complaints made against them that they did not relieve distress. It is the duty of local officers to relieve distress and apply for sanction afterwards, if necessary. Are you aware whether many of the cultivators, in your district are largely indebted?

A—I do not know much about the east of Khandesh. I know that in the west of Khandesh there is a great deal of indebtedness.

Q—Have the creditors become possessed of the holdings of the people and have the original occupiers become sub-tenants of their creditors?

A—Yes, to a great extent

Q—Did many of these sub-tenants come upon your relief works this year?

A—Yes

Q—The creditors who had taken possession of their holdings gave them no substantial assistance?

A—No

Q—The sub-tenants have no protection whatever against an enhancement of their rents?

A—Between them and the proprietors there is no limitation whatever, though there is strict limitation between the occupying cultivators and Government.

Q—Government takes revenue, I understand, on an average about 5 per cent of the gross produce. Is that your experience?

A—Yes

Q—So that while Government takes 5 per cent the money-lenders take very much more from the cultivators?

A—Yes

Q—We have been told they take five or six times as much. Is that so?

A—Yes

Q—Do you think it is desirable that there should be some limitation with reference to transactions between the money-lenders and their sub-tenants?

A—It might be desirable, but I do not think it could be enforced.

Q—By tenancy law?

A—I do not know how far that could be done in Bombay. We do not recognize any sub-tenant.

Q—Do you think it desirable that the money-lenders who are the real proprietors should be brought upon the records as real proprietors?

A—Yes

Q—And do you not think that the responsibility which attaches to the possession of land in famine or at any other time should be enforced against the proprietor?

A—Yes

Mr. Bourdillon—Your *tagavi* was nine lakhs for bullocks and seeds, what proportion went to Bhils?

A—I could not say exactly, I think about one lakh. They got a larger proportion of the charitable grant allotted to the district.

The President—Did you get any money grant for the relief of unforeseen distress or to meet unexpected contingencies?

A—There was a small grant to relieve individual cases.

Q—How much was that?

A—I am not sure.

Q—Was it as much as a thousand rupees?

A—No

Q—Rs 500?

A—It was either Rs 200 or Rs 500.

Q—Were you able to spend it and recoup yourself?

A—Yes

Q—So that the Collector in this particular instance in which the Bhils were starving could, consistently with the financial arrangement, have given them the relief that was so desirable?

A—Yes, to that extent

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[The witness subsequently made the following notes —]

1 Q—In one of your reports you said the Circle Inspector interpreted the dole rules too strictly. Was the result that people died?"

A—"My remark referred to the instruction given by my predecessor that as far as possible, within 5 miles of a relief work kitchen and 10 miles of a poorhouse, all persons in need of gratuitous relief should be sent to the kitchen or the poorhouse. I found that in

practice the Circle Inspectors carried out this instruction by striking off the dole registers all persons in villages within the specified areas, even those who were unable or unwilling to go to the kitchen. The result was that such persons got into bad condition, and I believe many of them died."

2 The full and correct answer is—"No, there is a small tract under canal irrigation. There are also small areas under tanks."

3 The answer is not fully reported. It is—

"Yes, in the beginning of famine and in settled tracts. The tickets would show whether the people came from affected parts of the district."

4 The answer is "partly."

The answer printed here refers to another question which has not been reported. After I had enumerated the places where the hill-tribes lived, I was asked "whether they came readily to the works", to which I gave the answer, as printed at 4 of my oral evidence.

5 Refers to cattle sent into the forests for grazing. A number of preceding questions and answers have dropped out.



# Mr. J. K. N. Kabraji

*Answers by Mr J. K. N. Kabraji, Acting Collector of Khândesh, to the questions drawn up by the Famine Commission*

## Introductory.

1. The outlook at the commencement of the season of 1899 was already gloomy. The early rains were insufficient. The following extract from the Administration Report shows the character of the season and rainfall —

"The season was marked by a complete failure of the usual rains. In four talukas the fall was about one-quarter of the normal, in the rest of the district it was about one-third. The monsoon set in about the middle of June and rain, varying in amount from 1 inch in Yaval to 8 inches in Naxápm, fell throughout the district during the month. The fall was generally insufficient for cotton and early sowings of other kharif crops. In many places the seed was lost and the land was ploughed up again for hájri. The amount of rain received in July was even less than in the preceding month, Chálisgaon reporting the insignificant total of 35 cents, whilst Tuloda, where the fall was heaviest,

only obtained 4 inches. Rain then held off until the 2nd week of August, with the result that the crops were already in many places past sowing. General but light showers were received during the 2nd and 3rd week of August, but the amount of rain was not sufficient to improve the condition of such crops as were left. Light or moderate showers again fell in the 2nd week of September, after which the monsoon died away completely.

Practically no rain fell in October. The kharif crops were, therefore, lost and rabi sowings were not even undertaken except in irrigated land. In a few villages in the Jánner, Pichora, Chálisgaon, Brandol and River Talukas there was a very light yield of grain, but the crops were practically only useful for fodder, which the growers were able to sell at a good price.

In irrigated land the crops were from poor to fair. Gram, wheat, vegetables and fodder were the chief crops raised. The area under sweet potatoes, a very useful article of food in a famine year, was double that of the previous year. The total area under irrigation rose from 56,211 acres in the previous year to 60,113. The shortness of water-supply prevented a larger increase.

Taking 12 annas as a normal crop the yield of the various crops has been estimated by the Mamlatdars as follows —

Crop.			Calculated on the area in which the crops reached maturity.	Calculated on the whole area sown.
			Annas	Annas
Kharif	Cotton	..	2	3 to 1
	Bajri	.	1	1 to 4
	Jowári	.	3	Nil
	Tur	.	1	Nil
	Udid	.	1	Nil
Rabi	Groundnut	.	1	4
	Wheat	.	7	7 } Irrigated
	Gram	.	5	5 }



In 1898 "the rainfall, though below the average in quantity, was well distributed and the season especially the kharif generally favourable" Government observed that "the remarkable features of the year affecting or likely to affect eventually all classes of population seem, to have been the ease and completeness of the recovery from the effects of the scarcity of 1896-97"

The season of 1897 was normal.

[The previous year 1896-97 was one of scarcity The kharif crops were partly affected The whole district was affected by the general rise in prices, but the parts principally affected were East Nandurbar, West Sindkheda, the Edlabad Peta and parts of the Bhusaval, Jalgaon and Pimpalner Talukas (say 1,700 square miles, with a population of 25,000)]

2. (Information not ready)

3 (a) Average rainfall at Dhulia of preceding 5 years 26 inches 10 cents

The "Gazetteer" gives 21.78 as the average of 29 years ending 1879.

[The Statistical Atlas (1888) gives 25.79 as the average for 1876-1886 There are considerable variations in the rainfall of each taluka—vide Statistical Atlas]

(b) During 1899 8 inches 54 cents, 32.5 per cent. of average

(c) Rains ceased in 2nd week of September 1899

Average	In 1899
(d) June ..	} Information not ready.
July	
August	
September	

4 Information not ready

5 (a) Number of petty cultivators not known  
Number of holdings under 100 acres—133,681

Number of cultivators is given (in 1888) as 390,600 or 37.97 per cent

(b) Servants and labourers	124,500	(11.55 per cent)
Unsettled tribes	176,900	(17.19 " )
Depressed classes	93,400	(9.03 " )
	<u>394,800</u>	<u>(37.82 per cent)</u>

### *Preliminary Action*

6 Yes, from the failure of the crops and the rise in prices.

7 The clamour of the people for work.

8 First test works. All metal-breaking works were started and no cash allowance to non-working children and dependants was paid. Workers were paid according to results.

9 (a) Famine Programme containing large relief works was ready, the works had been located, some of the works had been surveyed and estimates of cost made out. The Programme was soon found insufficient

(b) Not known.

(c) Not known.

10. Large public works were contemplated in the Relief Programme.

Programme of village works was not ready in reserve.

- 11 (1) Test works
- (2) Opening of Government Forests
- (3) Kitchens on works only and not elsewhere
- (4) Organisation of private charity in large towns
- (5) Poor-houses

12 (a) The village officers were instructed to relieve distress. The villages were inspected by Relief Circle Inspectors, who also were present at the distribution of the weekly dole, which was given at appointed places. Relief Head Káikuns were appointed in each Táluka and Peta, and they and the Mámlatdárs supervised the work generally.

The Circle Inspectors were appointed everywhere in January 1900 and Relief Head Kárkuns in February 1900.

(b) Nothing particular was done

(c) Táluka Committees of the Indian Famine Charitable Relief Fund were appointed

(d) The same measures as are described above in (a).

13. Yes. During the following months the Tagái advances were made as under to agriculturists —

Under Act XIX of 1883		Under Act XII of 1894
October 1899	} Information not ready.	
November 1899		
December 1899 .. ..		
January 1900 .. ..		
February 1900 .		
March 1900		

For improving wells, for purchase of seed and for irrigation wells.

The advances were recoverable in part.

14. Yes. In some parts of the district excepting hilly tracts.

Average depth not known

Digging of wells was encouraged by loans.

The loans were successful—

(a) in some cases,

(b) in some cases,

(c) not to an appreciable extent

15. Metal-breaking works were first started on ordinary Local Fund roads. They were under the supervision of the Public Works Department officers.

16. Information not ready

17. Information not ready.

18. When test works got full and people continued to arrive in numbers they were changed into regular relief works and handed over to the Public Works Department.

## *Large Public Works*

19 All were large public works.

20 Under control of the Public Works Department. The establishment was not ready and officers from other places had to be called in.

No delay in opening the works.

Tools and plant were not available at once in every case.

21 Yes. Other particulars not known.

22 Not answered.

(All the arrangements were made as each work was opened and not beforehand).

23. Admission to work was free to all who came for relief. No selection system was in force.

No distance test was insisted on. Residence in camps was compulsory.

24. First portion not answered.

Applicants for relief often went to distances of 20 miles and upwards.

25. No, except in regard to the selection, the opening and closing of relief works, changes in tasks and sanitary arrangements, the Public Works Department officers were independent. They, however, listened to suggestions as regards physical capacity of workers.

26. There was no Civil officer for each charge, but a Civil subordinate, called the Special Civil Officer, was put in charge of the work kitchen wherever one existed.

His pay was generally Rs 50 per month.

The Special Civil Officer did not interfere in the measurements or professional part of the work, but was expected to witness payments and to inspect the camps, &c., &c.

27. No. But the Collector issued orders in some cases.

28. Not answered.

29. Information not ready.

30. Not answered.

31. No, the system of payments by results was first adopted and was continued till the closure of the test works. Code task system was introduced when regular relief works were opened.

The two systems were not carried on simultaneously.

32. Yes.

In practice, where different classes of people unaccustomed to ordinary labour, such as Bhils, have to be dealt with, and when wandering is common, the system of payments by results will fail in a severe famine, even though relief may be started in time.

33 Information not ready

34 The scale of wages was adequate wherever the full tasks were done. In some cases continuous fines and the penal wage appeared to have had a bad effect on the workers. There was no evidence that workers saved upon their earnings. Copper coin generally returned freely to the Baniyas on the works. No complaints on that score were received.

35. Rest-day allowance was given.

No instances came to my notice of workers earning more than the full wage.

36. I do not consider the minimum wage too high. I have no objection to the penal wage, provided it is not continuously applied.

37. Yes. Penal wage was introduced later on.

In some cases it did become the wage generally earned. In some case deterioration was reported.

38 At the outset payment was made daily to newcomers for a few weeks. Afterwards weekly payments were made.

39 When people first came on relief works they were given chits for purchasing grain from the Baniyas by the Special Civil Officers, in which case the Baniyas generally charged high credit rates. Only the hill-tribes were paid one anna in advance daily for a few weeks after admission.

40. Payment was made to the individual, and this method is preferable.

41. Information not ready.

42. Information not ready.

43. Information not ready.

Non-working children were fed in kitchens. An allowance in cash was given for children in arms.

Weakly persons capable of some work were given light duties in the camp, &c., and were generally allowed minimum wage without tasks. I prefer this arrangement.

44 Contractors were not at all employed.

45 Yes. Payment by results was introduced towards the close of the famine on all large works.

46 The Mámíatdárs notified the prices of staple grains to the Public Works Department officers.

Prices were based on jowári and báji and in the western talukas on rice.

Small variations in prices were neglected.

47. Usually the Special Civil Officer and the Public Works Department officer together separated the workers and non-workers. The former were taken charge of by the Public Works Department and the latter by the Special Civil Officer. All the rest of the arrangements were left to the Public Works Department.

48.- The tasks were fixed or relaxed under the authority of the Collector under the general orders from Government

51.\* No arrangements were made to draft people to small village works

*Small Village Works.*

52 to 59 not answered.

No small village works were opened in this district.

*Special Relief.*

60. There are some aboriginal tribes in this district and in the Dangs.

The tasks for them were reduced by 25 per cent. for earth-work and 40 per cent for metal breaking.

They did not come forward for relief. Their relief presented unusual difficulties

61 Forest demarcation work by ditch and mounds was opened specially for the hill-tribes. It was under the control of the Forest Department.

Grass operations were carried on by the Forest Department at Navápur and Chinchpáda, which gave employment of a congenial kind to the hill-tribes

62 No None, except a few trial shafts in Peta Edlabad.

63 The Municipality of Sárda gave some employment to local weavers with the help of Government loan of Rs 3,000

64 The number who resorted to relief works was small and no reluctance on their part was noticeable.

65 Information not ready

66 Forests were opened for free pasture Tagaí for fodder was given and in some cases fodder was sold at cheap rates. A cattle camp was started at Dhuha

67 Yes Grass operations were conducted at Navápur and Chinchpáda, and grass was distributed through two depôts on the Tápti Valley Railway Grass was also imported from the Central Provinces and sold at 6 depôts on the G I P Railway.

*Gratuitous Relief.*

68 On large public works dependants were relieved with cooked food in kitchens

69 Except where people could be sent to poor-houses or kitchens, gratuitous relief in villages was given in the form of a weekly dole of grain Village servants were given cash

70 Information not ready.

71 Sixteen poor-houses were opened in this district between March and August 1900

The numbers were large in some cases

The largest population of inmates were Bhils

---

\* This and subsequent numbers are misprints.

72. Yes. Persons who refused to work on relief works were not sent to poor-houses as a punishment.

73 Yes

74 Thirty kitchens were opened, all before the rains of 1900. These were opened in connection with relief works, but when possible persons eligible for gratuitous relief within a radius of 5 miles were sent to the kitchens.

75 The Code ration was provided and meals were served twice at fixed hours. The people were compelled to take their food within the premises and were not allowed to take food away.

76 No civil kitchens were opened in this district.

77 Admission to kitchens was restricted to dependants of workers and to dole recipients from adjoining villages. Wanderers in need of immediate relief were also admitted.

74A \* The Code ration. Jowari or rice was given. Special diet was given to the sick and emaciated.

75A. The village officers drew up the lists of gratuitous relief. They were checked by Circle-Inspectors every week, by Relief Head Karkuns every fortnight, and by Mamlatdars and Sub-divisional officers at their visits.

76A. A grain dole of jowari or rice was given weekly at central villages.

77A. Gratuitous relief was generally extended to hill-tribes in the rains and subsequently to dependants of cultivators during the cultivating season.

78. Kuubis were selected as cooks. No reluctance was shown.

79 Revenue subordinates were placed in charge of kitchens. Their work was supervised by Sub-divisional officers and Mamlatdars and also to a certain extent by Public Works Department officers.

80. Cheap grain shops were opened in two western talukas and the Dangs for hill-tribes generally.

Further information not ready.

81. No. No

#### *Suspensions and Remissions.*

82 No suspensions or remissions have yet been formally announced, but probably the suspensions will be 11 lakhs out of 41 lakhs revenue.

No remissions have been formally given.

83 Suspensions allowed on failure of crops, coupled with the inability of the rayat to pay up.

84. After collection of revenue began.

85

86.

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\* This number and three following ones are repeated in the question paper

*General.*

87. In February and March only the number on relief was more than 15 per cent of the population, viz, in—

February	252,676
March .	256,738

This excess is due to acuteness of the distress

88

89 The labouring classes generally and petty cultivators

Other information not ready.

90 Yes, in settled tracts only.

91. Private credit was generally contracted

Reluctance of the people to exhaust their own resources was not observed

92 Yes

93 At an early stage of famine and in settled tracts a ticket system seems desirable and is practicable

94

95

96.

97.

98 Yes, the Civil officer inspected grain shops in the camps frequently

99 In hilly tracts and the Dangs the people maintained themselves on wild products

100. Yes

Other information not ready.

101. Information not ready.

102 Unclaimed orphans were handed over to private respectable gentlemen in a few cases, some to the Christian Mission Society. A few are still left in poor-houses

103. No.

104 No No

104 (a) For sometime cards showing the weekly traffic by railway were sent by Station Masters to the Collector, but afterwards this information was sent direct to the Survey Commissioner

105 Later in the monsoon the Mehunbare Kulkarni complained that he did not get labourers, and once the contractor on Jalgaon-Amalner Railway branch complained that he did not get labourers as Paldhi relief work attracted many.

106 Information not ready

107, No

108. Information not ready.

109 Yes, but they were employed by the Public Works Department only. One Staff Corps officer was employed under Civil agency.

110 Non-official agency was only slightly made use of during famine.

A Committee of volunteers was appointed at Nandubai to search for homeless wanderers.

111 Information not ready.

112.

J. K. N. KABRAJI,  
Acting Collector, Khándaish.

10th January 1901.



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No.  $\frac{F}{92}$  OF 1901.

CAMP BHUSA'WAL,

$\frac{26th}{28th}$  January 1901

FROM

THE ACTING COLLECTOR OF KHA'NDESH,

To

THE SECRETARY TO THE  
FAMINE COMMISSION.

SIR,

As orally desired by you I have the honour to submit herewith supplementary answers to the printed questions.

2 With reference to the President's question as to the circumstances which led to the suspension of the penal wage on certain works in the Khándesh District, I solicit a reference to Government Resolutions No. 2604, dated 21st June 1900 (paragraph 1), No. 2710, dated 4th July 1900 (paragraph 1), No. 3130, dated 15th August 1900 (paragraph 1, and also paragraphs 6 and 7 of the Collector of Khándesh's letter printed in the preamble).

I have the honour to be,

Sir,

Your most obedient servant,

J. K. N. KA'BRA'JI,  
Acting Collector, Khándesh.

*(Through the Chief Secretary to Government  
Famine Department.)*



*Supplementary answers by Mr. J. K. N. Kabraji, Acting Collector of Khándesh, to the questions drawn up by the Famine Commission*

*Question 1—Page 2—Season of 1897—The full answer is—*

The kharif season of 1897 was above normal. The rabi was slightly below normal.

2—The kharif sowings were 96 per cent. of normal thus—

	Acres.
Normal kharif area, i.e., average of 5 years from 1893-94 to 1898-99, excepting the year 1896-97 which was one of scarcity . . .	2,590,000
For 1899 . . . . .	2,498,000

3—(a) The average rainfall of the whole district is 28.9

(b) During 1899 the average was 8.91

	District average.	In 1899.
(c) June .. .	4.43	8.87
July .. .	10.47	1.9
August ...	4.86	1.77
September	6.95	1.84

4—26 per cent, taking the whole sown area, but it is to be remembered that of the latter (2,498,000 acres) only 500,000 acres or 20 per cent came to maturity, while the outturn of this area was less than one-fifth of the average

5.—(a) Number of petty cultivators according to the Census Report (1891) is 552,017

9—(a) The programme only included 11 works providing employment for 23,400 persons for six months

(c) No

13—The monthly distribution of tagái at the outset was as follows —

	Act XIX of 1883	Act XII of 1884
	Rs	Rs
October 1899 ... ..	4,386	855
November 1899 ... ..	14,676	3,025
December 1899 .. ...	33,540	4,452
January 1900 . . . . .	20,092	1,199
February 1900 ... ..	36,271	1,066
March 1900 .. ... ..	1,04,846	250

The total disbursements of takávi up to end of October 1900 were—

	Rs
For Land Improvement	2,54,000
For Agriculturists' relief	9,84,000
Total	<u>12,38,000</u>

15 —For the last sentence of answer substitute—

On the Local Fund test works the measurements were taken by the Public Works Department, otherwise they were managed by Civil agency. Three Provincial test-works were in the charge of the Public Works Department.

61 —The following should be added —

The forest demarcation work was confined to Sháháda and Taloda. The work lasted for five months from April to September 1900. The work did not attract many labourers, and the daily average was only 176 in Sháháda and 123 in Taloda, although the work was latterly thrown open to plain villages as well as forest villages. The wages were paid daily and averaged—

Rs	a	p	
0	2	6	per adult male.
0	1	9	per adult female
0	1	0	per adult child

The total amount paid for wages was Rs 4,387 and the expenditure on account of establishment, tools, etc., was Rs 2,581.

The scheme for giving relief to the people in the Dangs by purchasing head loads of bamboos is described in Government Resolution No 2615, dated 25th June 1900. The bamboos were purchased at two depôts at a uniform rate of one anna per head-load. This relief was commenced on 20th June and continued up to the end of September 1900. The total number of head loads purchased during that period was 13,076, which represents in the aggregate an equal number of carriers. The total cost was Rs 817.

Besides this the transport of grain by head-loads during August and September 1900 to the several dole centres, to the cheap grain shops and to the poor house in the Dangs afforded suitable employment to some 9,000 persons in the aggregate. Each person earned about 2 pails of grain and received 2 seers as his wages.

Grain transport in the Akram hills gave similar employment to a smaller number of persons in that tract.

63 —Add—The Municipality maintained 78 weavers, whose weekly wages averaged 12 to 14 annas as compared with Rs 1-8-0 to Rs 1-12-0 in normal times.

70 —The number of the paragraph in the Famine Commission's Report (141) referred to seems a misprint. If paragraph 137 is meant, the answer is—

When the rains set in, village relief was extended to dependants of indigent cultivators and agricultural labourers. Further, Bhils who returned to their villages from relief works or poor-houses were temporarily given the dole until they found employment.

73—*Add*—After the field season commenced I found it more advantageous, instead of drafting Bhils to relief works, to send them to their villages for being temporarily put on the dole lists until they found employment. Otherwise they would have again taken to wandering and eventually have come back to the poor-house.

80—The cheap grain shops were opened in July and were closed in September and in the Dáings in October. In the Dáings, the people generally and in Nandurbár, Pimpalner and Nawápur, the Bhils and other hill-tribes only were allowed to purchase grain from the cheap grain shops up to a limit (generally) of one rupee worth at a time. Most of the shops were opened only once a week. The grain was sold at normal rates. They were completely successful, and but for them a much larger number of persons would have had to be given gratuitous relief, especially in the Dáings, where no other shops whatever were in existence during the rains, and the people had the greatest difficulty on account of incessant rain and flooded rivers to go to distant markets. The total cost price of grain sold at all the shops, numbering in all 8, was approximately Rs. 20,000, and there was a loss on the whole of approximately Rs. 9,700.

106—No appreciable change. The only thing to notice is that areas in Class V (condiments and spices), sugarcane and dyes are decreasing year by year (but they form but a small proportion of the total cultivated area), whereas areas under pulses are increasing.

107.—*Add*—Cash wages have hardly risen in sympathy with the rise in prices.

108—Besides the extension of village relief in the rains already noted (70), another important change made was to give "half dole" in certain cases. This was given in the Bhil country to adults in partially reduced condition for whom local labour was not available. In the Dáings instead of the Code dole, one of one pound of rice only was given, as the people were able to supplement it with wild roots, etc.

BHUS'AWAL,	}	J. K. N. KA'BRA'JI,
26th—28th January 1901		Acting Collector of Khándesh.



EVIDENCE OF MR. D. W. HERBERT, EXECUTIVE ENGINEER, KHANDESH

*The President*—Were you Executive Engineer of Khandesh during the whole of the famine?

A—Yes

Q.—When did you join the district?

A—In December 1898

Q.—When did you first open your test-works?

A—In the beginning of September 1899

Q.—What were your works?

A—Metal-breaking

Q.—Some of your test-works were paid for from the Provincial Revenues and the other from local revenues?

A—Yes

Q.—On the provincial fund test-works was the management in the hands of the Public Works Department?

A—Yes, under the Collector

Q.—And what was the arrangement on the local fund test-works?

A—The coolies were paid by the Civil Department and measurements were under the Public Works Department

Q.—How long did that system of payment by the Civil Officer continue?

A—Until about the end of October

Q.—Did it appear to you that if these test-works had been converted into regular relief works either a good deal of distress might have been avoided?

A—Possibly, but there was not very much difference between them and the regular relief works

Q.—Did you continue the system of payment by results for any time after the works had been converted into relief works?

A—There was always a minimum on the relief works

Q.—When did you introduce the system?

A—In October

Q.—How long did the system of paying the minimum of 12 *chhatahs* continue?

A—Till about the end of February

Q.—During that time was it noticed that there was a good deal of idleness on works and that people were content with getting the minimum wage of 12 *chhatahs* and not doing work for it?

A—Yes, they were not content with the minimum wage, but would not exert themselves to earn more

Q.—To get a minimum wage it was not necessary that they should do as much work as under the piece-work system they would have had to do to get the same amount?

A—No

Q.—That being so, it was thought desirable to reduce the minimum with a view to stimulate their industry?

A—Yes

Q.—When was the minimum reduced to 9 *chhatahs*?

A—At the end of February

Q.—You had at that time some people on your works who earned the maximum, some who earned between the maximum and the minimum, and some who did not earn more than the minimum?

A—Yes, but very few earned the maximum

Q.—Those persons who were employed on stone-breaking or on earth digging did not trouble themselves to do more work than would entitle them to the minimum wage?

A—That is so

Q.—How long did the minimum of 9 *chhatahs* last?

A—Right up to the middle of September last year

Q.—Was the effect of paying the minimum wage such as to attract the attention of the medical officer during May?

A—Yes

Q.—Can people do work on 9 *chhatahs*?

A—No It is impossible

Q.—Was there any reduction of people on your works in consequence?

A—This cannot be ascertained

Q.—Nine *chhatahs* is a starvation wage?

A—Yes

Q.—This starvation wage continued from February down to September?

A—Yes

Q.—Was there any modification introduced on your works in connection with it?

A—It was only applied to able-bodied adult labourers It was not applied to all



Q—I understand that the dependants and children got their minimum wage in the kitchens?  
A—Yes

Q—The infirm gangs and weakly gangs got the minimum of 12 *chhataks*?  
A—Yes

Q—The penal minimum was applied only to able-bodied men who could work but who did not work?  
A—Yes, there were many cases in which they were fined down to the penal wage because they could not complete the minimum task owing to causes beyond their control

Q—During May we are told that 85 per cent had been fined down to the penal wage?  
A—I do not think that is correct

Q—Was the penal wage discontinued in the cases of those who did short work owing to certain physical causes which disabled them from doing work?  
A—Yes, I stopped it at once

Q—From the commencement had you to deal with an establishment composed of men of unreliable stamp?  
A—Yes

Q—And you suffered from a paucity of even inferior men?  
A—Yes

Q—When the rain broke did you continue the Code task system or did you convert it—as was done in some districts—into the payment by results system with provision for dependants and children?  
A—That was not done till September

Q—In September did you introduce the system of payment by results with provision for dependants and children?  
A—Yes Kitchens were provided In November there was another change

Q—Had you infirm gangs on works earning the minimum wage?  
A—Yes

Q—Had you provision at kitchens for dependants who could not work, such as young children?  
A—Yes

Q—You made payment by results to able-bodied diggers as on your works?  
A—Yes, from September 1900

Q—They were paid according to the work they did?  
A—Yes, subject to a maximum

Q—Were the tasks pitched high or were they carefully regulated?  
A—They were very suitable People were then accustomed to the work

Q—The tasks were not too high?  
A—No, I do not think so

Q—Did you find under this system you were able to maintain more discipline among the workers than under the Code task system with a minimum?  
A—It did not strike me so At that time there was a large number of workers who were professional labourers

Q—Was there any complaint during the famine that the labourers were keeping away from fields?  
A—Practically none

Q—What was the system you referred to as having been introduced in November?  
A—We closed the kitchens, and added one-third to the wages of the workers to enable them to support their dependants

Q—Did you find that that worked well? Did they do more work?  
A—I do not think it had any effect there was only one work

Q—Had you hospitals attached to your works?  
A—Yes, to most of them

Q—Did you get Government Hospital Assistants?  
A—I have not had very much to do with them I had no trouble, they were very fair and well up in their work

Q—Did you consider that the Hospital Assistants were under the orders of Civil authorities?  
A—Under the District Medical Officer

Q—You did not consider the Hospital Assistant as your subordinate?  
A—No

Q—Do you consider the Civil Officer in charge subordinate to the Collector?  
A—Yes, he was everywhere made so.

Mr Nicholson—Did you find any difficulty in getting your tools and plant as you required them?  
A—There was great difficulty at first when people were rushing on to the works in November

Q—I notice that you had 1,200 implements made in a day Were there special facilities for making them?  
A—Local blacksmiths made them in the Public Works Department workshops. I had to give the steel for them

Q—Is there any necessity to keep a very large stock of hammers and tools?  
A—I think there is.

Q —Do you advocate keeping a stock in the district ?

A —Certainly

*The President* —To whom was daily payment made on your work ?

A —To new-comers who wished for it

Q —For a limited time ?

A —For the first week only there were daily payments ; also in the case of the hill tribes

Q.—Did any of the Bhils come on to your works ?

A —Yes I had them in two *talugas* and I found that they worked well in one *taluga*, they did not give any trouble They were not real hill tribes

Q —Did they mix with other workers ?

A —Yes, but there was a separate class for them

Q —You found no trouble ?

A —No

Q —And in other *talugas* ?

A —They gave a lot of trouble

*Mr Bourdillon*.—Daily payment to individuals were never attempted ?

A —I doubt if they are feasible It would be difficult to get a sufficient supply of copper.

Q —Could gang payment be made daily ?

A.—That could be managed possibly.



*Replies by Mr D. W. Herbert, Executive Engineer, Khândesh District, to the questions drawn up by the Famine Commission.*

6. Six Local Fund and three Provincial test works were opened in September 1899.

9 (a) The relief programme provisionally approved in Government Resolution No 6579 of the 20th September 1899 includes eleven works in the Khândesh District, calculated to afford employment to 23,438 workers for six months. Plans and estimates had been sanctioned for three of these works and surveys had been partly completed for four others. The maximum number of workers in the Khândesh District during the 1896-97 famine was under 17,000.

(b) No

10 Large public works, there was no programme of village works.

11 (a) Nine test works were opened in September and three more in October 1899

(b) Poor-houses were not opened until April 1900.

(c) Kitchens were opened on all the relief works, but not elsewhere.

14 Irrigation wells are numerous in Khândesh, the average depth below the surface of water on the cessation of the rains in 1899 was about 20 or 30 feet

15 *Test works under Code rules*—On the Local Fund test works the measurements were taken by the Public Works Department subordinates, but the workers were mustered and paid by the Revenue Department. The three Provincial test works were in charge of the Public Works Department.

16 The old classification was then in force and the following were the tasks for metal collection —

	Class A		Class B		Class C		Working children.
	Men	Women	Men	Women	Men	Women	
Excavating boulders and breaking them into chips	16		12		8		.
Breaking metal and stacking within 50 ft	7½	.5	5.62	3.75	3.75	2.5	1
Carrying stone, 4th of Code tasks			..				.

17 The instructions given to the Public Works Department subordinates were that payments were to be strictly in proportion to results, that the wages should not exceed the Code wages, that there should be no minimum wage or rest day allowance, also that there should be no allowance for dependants, but after about the first fortnight allowances were sanctioned by the Executive Engineer, with the approval of the Collector, for non-working children. Owing principally to the mustering and payment of the workers being in charge of the Revenue Department, these instructions were not properly carried out on the Local Fund test works. The payments were made by the Revenue authorities in accordance with para 185 (a) of the Code, this paragraph does not appear in the revised edition.

18. About the end of October 1899, owing to the large number of workers, most of the test works were converted into regular relief works.

### *Large Public Works*

#### 19 Large public works

20 The works were in charge of the Public Works Department under the general control of the Collector. The supervising establishment had not been prescribed in advance and was not ready. There was no delay in opening the works in my charge. Tools were available for about 20,000 workers at first, but by the middle of December 1899, when the number of workers had increased to about 140,000, there was a deficiency of about five per cent. The difficulty in procuring tools fast enough was overcome by manufacturing hammers and sootkies locally, 1,200 a day being made at Dhulia.

21 The works were not divided into charges, the establishment available would not have sufficed, and water was available at certain places only.

22. The following scale of establishment was fixed by me —

*Cashiers* —One on Rs 50 for every 2,500 workers.

*Masteries* —One on Rs 20 to 30 for every 3,000 workers

*Sub-Divisional Clerks* —One on Rs. 20 to 25 for every 10,000 workers or part thereof, not less than 5,000.

*Storekeepers* —One on Rs 23 for every 5,000 workers

*Camp Clerks.*—One on Rs 20 to 25 for every 5,000 workers or part thereof, not less than 2,000

*Head Karkúns* — One on Rs 16 for every ten mustering Karkúns

*Checking Karkúns.*—One on Rs 16 for every 5,000 workers or part thereof, not less than 2,000

*Karkúns.*—One for every 200 workers.

Instructions with regard to hutting, conservancy, &c., are contained in Appendix IV of the Bombay Famine Code

23 Admission to the works in my charge was free to all comers, and no system of selection, by ticket or otherwise, was ever in force, nor was a distance test insisted upon. Government memorandum No. 5157 of the 7th November directs that compulsory residences should be enforced to the extent that huts were available, and Government Resolution No. 1540 of the 16th March 1900 orders compulsory residence except during the rains, but it was never vigorously enforced on the works in my charge

24 The area of Central and East Khándesh Districts was about 7,000 square miles and there were about 183,000 workers in February, giving about 380 square miles for 10,000 workers. The population of the two districts was about 12 lakhs, giving a population of 66,000 for 10,000 workers. Applicants for relief often came from a distance of twenty miles or more

25 See Sections 31 and 38 of the Code. The kitchens were managed by the Civil authorities and the works by the Public Works Department under the general control of the Collector

26 There was a Civil officer for each main camp, they belonged to the superior Kárkún class, they were paid Rs 50 per month and were subordinate to the Public Works Sub-divisional officers. The Civil officers had nothing to do with the measurements. They confined themselves, as a rule, to supervising the kitchens, but occasionally assisted the Public Works Department subordinates in admitting and classifying newcomers, in hearing complaints, and in the sanitary arrangements, also in the case of children and infirm persons. The Subhédárs appointed as Camp Superintendents were made responsible for the hutting, conservancy, water-supply, attending to complaints, witnessing the payments, &c

27. The Civil officers had nothing to do with the tasks.

28 There were usually four gangs of about fifty under each Kárkún with a Mukádam in charge of each. On some works the quarry-men, chip-carriers and metal-breakers were in separate gangs, on others they formed one gang. No arrangements were made to form village or family gangs.

29 The old A B C D classification with separate classes for men and women was in force until the 25th October 1899, when the classification of para 445 of the Famine Commission Report was adopted. The following deviations were made from the wage scale given in para 456 of the Famine Commission Report —

Class I—19 instead of 20 chattaks.

III—Maximum 10 chattaks.

Minimum 7 chattaks instead of 8  
chattaks, without any minimum

In February a penal wage, 25 per cent, below the minimum, was introduced

The introduction of the penal wage was a decided advantage from an economical point of view, as about one-third of the workers received that wage without any bad results, except that a few of them had to be transferred to class IV (1) Before its introduction none of the workers, however idle, were fined below the minimum. It had, in my opinion, very little effect in reducing the numbers on the works, as those not in urgent need of relief suffered least from its introduction.

Nothing but a system of payments by results, combined with compulsory residence on the works, would suffice to drive off those not in urgent need of relief. In April—*vide* Government Resolution No. 2019 of the 12th April 1900—the allowance for a child in arms was fixed at one pice, irrespective of the price of grain. I am not in favour of the alteration, as there were far more emaciated in that than in any other class

30 I do not consider any distinction necessary between the wages of men and women beyond that allowed for by the classification adopted. The absence of such distinctions lead to no difficulty. The man requires more food than the woman, but it comes to the same thing if a husband and wife get 24 chataks between them as if the man got 13 and the woman 11

I do not think it would make any difference from a financial point of view, as there were practically no women in class I in this district, and if men and women were classed separately, it would be necessary to introduce a separate class corresponding to class II for the weak men

31 The Code task system was introduced from the beginning, but about the middle of September the minimum was abolished and payments to all tasked workers were made in proportion to results, and finally, about the beginning of November, the kitchens were closed and the Code wages increased by one-third to enable the workers to earn enough to support their dependants. At that time field work was available almost everywhere. From the middle of September until the wages were increased in November, the Code task system was maintained on all works for weak gangs.

32. I am confident that a system of payments by results without the Code task system on the same works for weak gangs and for those prevented from completing their tasks by causes beyond their control, would not have sufficed in this district. Had the staff been strong and efficient it might have sufficed after the end of December, when the first rush was over,

33. For the tasks in force under the old classification, please see reply to Question 16. The new classification was introduced at the end of October and the tasks then adopted, with the approval of the Superintending Engineer, were as follows —

Metal-breakers 6, 3 and  $1\frac{1}{2}$  for classes I, II and III, respectively, but on the 29th December I reduced the tasks for class I to  $4\frac{1}{2}$  cubic feet. For earth-work the following tasks for excavation were fixed with the approval of the Superintending Engineer —

*Class I.—*

	C ft.
Excavation in black or red soil	100
Soft murum	68
Average murum	48
Hard murum	32

For class II half the above. For carrying earth, tables were prepared from Higham's formula with numerators 12,000, 8,000 and 4,000 for classes I, II and III, respectively. Tables for combined excavating and carrying were also prepared from the formula  $\frac{E \cdot C}{E + C}$  when E is the excavation and C the carrying task.

For carrying stone  $\frac{4}{5}$ th of the above tasks were taken. Standard task tables were circulated with Government Resolution No F.—538, dated the 5th March, and were enforced for a fortnight, *i e*, the tasks for metal-breaking were doubled. With the sanction of the Superintending Engineer these metal-breaking tasks were reduced by 25 per cent, *i e*, to 6,  $4\frac{1}{2}$  and  $2\frac{1}{4}$  cubic feet. The standard tasks for earth-work and carrying were also reduced with the approval of the Superintending Engineer by 25 per cent during wet weather. Owing to difficulties in obtaining water the quarries were often two or three miles away from the camps and a reduction of one-tenth of the tasks for each full mile between camp and the site of the work was allowed until the beginning of April, when it was discontinued by order of the Superintending Engineer, Central Division, no allowance was ever made for the distance the people had to come from their villages.

34. I consider the scale of wages adopted, with the tasks in force, was suitable. The people remained in good condition even when the majority were getting the minimum and penal wage. It is pretty certain that none of the workers saved upon their earnings. Copper returned freely to the Bannas as the majority of the workers bought their supplies at the camp bazárs, and the Bannas were always willing to change copper for silver.

35. A rest-day wage was given. I prefer including the rest-day allowance in the daily rate, *i e*, adding one-sixth of the rest-day allowance to the daily rate and thus making it subject to fine. This was done in accordance with Government Resolu-



tion No 8700 of the 4th December from the middle of January till the end of March, when instructions were received to show it separately. Tables had then to be prepared showing the rest-day allowance for from one to six days, as, in accordance with paragraph 85 of the Code as revised, an addition of one-sixth of the minimum allowance had to be made for each day of work. The former method has the advantage of being more accurate, as one fraction of a pice occurs instead of two, and the labour saved in preparing and checking the muster rolls is very great in the aggregate.

36. I consider that the minimum wage is suitable for class IV and for all who are prevented from completing their tasks by causes beyond their control, such as want of tools or materials, an excessive number of carriers on earth-work. I am strongly of opinion that fining should be carried down to actual payments by results on all works, subject to the following conditions —

(1) That gangs so fined should be inspected weekly by a trustworthy person, who, after weeding out all weak persons and satisfying himself that the workers are not prevented from completing their tasks by causes beyond their control, should enter on the face of the muster-roll an order to pay by results.

(2) The tasks should be those recommended in paragraph 462 of the report of the Famine Commission, except that for metal-breaking and quarrying. I would add "who is not a professional metal-breaker" after the words "able-bodied labourer." This would give for the trap-stone of this district a task of about  $4\frac{1}{2}$ , 3 and  $1\frac{1}{2}$  cubic feet for classes I, II and III, respectively. I consider the standard tasks for excavating soil requiring the use of a pick should be reduced by one-third, as the task—*vide* note 1—includes filling, for which one man with a powder is required for every two using picks, and all my subordinates consider the task too heavy.

(3) The Code system should be used for all newcomers, weak persons, members of hill-tribes, pregnant women, nursing mothers and for all who are prevented from completing their tasks by causes beyond their control, also where there is any doubt about the task being a suitable one.

37 The minimum wage was in force, except on some of the test works, from the commencement until the beginning of January, when fining was carried down to one pice below the minimum, and about the middle of February the penal wage was introduced. On many of the works the majority of the adult workers earned the penal wage only. I attribute this principally to the following causes —

(1) Inefficient and insufficient establishment, owing to which many workers were fined down

to the penal on account of causes beyond their control in spite of repeated orders to the contrary. The better results obtained when the establishment was efficient was most marked

(2) Laziness

- (3) I believe the majority of the workers regarded the minimum as a fixed daily wage and the penal as merely a reduction of this wage, and as the wage was small they did not try to do much work. The arrangement was an economical one for this district, as, had the workers done their full tasks, not only would the expenditure have been greatly increased, but it would have been exceedingly difficult to have found sufficient work, hampered as we were by want of water, and want of establishment for getting up projects.

38. Payments were made weekly as a rule. I do not consider more frequent payments practicable if, as directed in paragraph 81 of the Famine Code, the workers are paid individually.

39. On the test works payments were made weekly to all, but at the end of October instructions were given for making an advance of one anna daily to newcomers in need of it. The difficulty in obtaining sufficient cashiers and the necessity for keeping two muster-rolls in such cases, one for the daily and the other for the final payment, which had to be made in the following week, prevented this being done except on a very limited scale. There was also the difficulty that the workers then seldom earned more than one anna daily, so they were no better off when the daily advances ceased than when they first came on the work. This difficulty was, however, removed by Government Resolution No 937 of the 16th February, which directed that newcomers should be allowed full pay for the first week and not less than the minimum for the following two weeks. The grain-chit system was also tried in March, but with very little success. I am of opinion that the following method would be worth trying.

The Special Civil Officers or other suitable person should be given a standing advance from which he would advance small sum as required to newcomers in urgent need, noting their names and those of their Kárkúns. At a fixed place and time after pay day the Kárkún should bring these workers to the Special Civil Officer, who would recover the advance, but on no account should the Kárkún be allowed to recover the money. Trifling losses would be sure to occur, but the Executive Engineer might be given limited powers to write these off monthly. The Special Civil Officer would not be required to submit any accounts.

The weekly payments did not throw the workers seriously into the debt of the Bannas.

40. I have had no experience of other than individual payments.

41 The required figures are given in the accompanying statement:—

Serial Number	Name of work	Week ending	Number of persons who earned full wage	Number of persons who earned between full and penal wage	Number of persons who earned penal wage	Total	Remarks
1	Metal collection for Bombay Aara road	7th March 1900	2 616 44 per cent	2 287 39 per cent	1 065 17 per cent	5 901	the minimum
2	Metal collection for Amalner Chopda road	Do	2 014 22 per cent	4 911 54 per cent	2 274 24 per cent	9 199	These figures include about 1 940 children who were not liable to be fined below the minimum.
3	Metal collection for Dhulia Chhalgaon road	Do	2 173 15 per cent	6 145 46 per cent	4 230 29 per cent	14 548	the minimum

Those who received full wages include the special class also water carriers, jaggies, sweepers &c

As a general rule, about one-third of the adult workers, including the special class and all those not tasked, got full pay, about one-third between full and penal, and about one-third received the penal wage. People remained long on the works on the penal wage, but it is possible that other members of their families were earning more.

42 Payment by results was introduced in the middle of September. The system was not quite the same as any of the methods described in paragraphs 208 to 212 of the report of the Famine Commission, being practically the Code system without a minimum.

(1) The dependants and non-working children continued to be fed in the kitchens.

(2) Nominal muster-rolls were maintained, and the payments were made individually.

(3) For metal-breaking the workers were tasked individually, the measurements being entered in the muster-rolls, sheet iron cylinders containing 3 cubic feet being used for the purpose. If the measurements of the gang taken by the subordinate at the end of the week differed by more than 10 per cent from those of the Karkúns, the former were adopted with gang tasking. Tables were prepared showing the value of from 1 to 33 cubic feet of metal (based on the Code tasks and wages), with varying grain prices. These rates included the rest-day allowance. For this purpose the actual numbers in each class then employed on metal-breaking were taken and a mean rate struck. The workers were not allowed to earn more than the Code wages including the rest-day allowance. For each wet day an addition was made to the quantity equal to what was earned by the worker on a working day.

(4) For quarry-men and those employed on earth-work gang tasking with individual payments was adopted. The subordinate measured up the work, calculated the total task for the gang and noted on the muster-roll the fine in pies per anna of the full wage. This was obtained by dividing the shortage by the full task and multiplying by

twelve The Karkúns then entered the fines to the nearest pice The amount paid, therefore, varied with the class and the number of days the worker was present, and taking the gang as a whole, the most that the result could differ from the amount actually earned would be about four per cent The rest-day allowance was included in the daily wage rate and the workers were paid for wet days the same wage as they earned on the working days This method of fining is equally applicable to the Code system

(5) In November the kitchens were abolished and the wages of the workers increased by an addition of one-third This was easily done by adopting a fictitious grain rate equal in pounds per rupee to  $\frac{3}{4}$ ths of the market rate

43 Until the kitchens were abolished the Code system with a minimum was in force for all except able-bodied workers, and when the wage rates were increased those formerly in class IV (dependants) were not allowed to work I am of opinion that the Code system is the best for all except able-bodied workers and kitchens for the dependants and non-working children

44 Contractors were never employed.

45. See reply to Question 42, the system adopted was practically the same as that of the Code, but without a minimum

46 The grain rates were supplied by the Mám-latdás weekly, the grains being jowári and bájn, whichever was the cheaper Small variations in price were not neglected

47 The Collector informed the Executive Engineer two or three weeks before a relief work had to be opened

*Camp Site* —The site for the camp had then to be fixed, the principal consideration being a water-supply during the hot weather and high ground during the rains

*Hutting* —Very little was done in the way of hutting during the dry weather beyond erecting huts for the kitchen and hospital and the necessary quarters for subordinates.

*Water-supply* —Temporary wells had to be sunk in the beds of nálas before the works were opened, a depth of about three feet of water and an area of about 100 square feet for every 1,000 workers was generally found to be sufficient

For metal collection works it was found advisable to collect one week's supply of chips (rubble) before the metal-breakers arrived

*Kitchens.*—The Special Civil Officers were appointed by the Collector and kitchens were opened without delay, but cash payments had usually to be made to dependants during the first week This was done by the Public Works Department Cashiers. The Clerks and Maistries were appointed by the Executive Engineer or by the Public Works Depart-

ment Sub-divisional officers, subject to the approval of the Executive Engineer. There was generally no difficulty in obtaining mustering káikúns locally.

*Classifying*—The Special Civil Officer was supposed to classify the workers, but it was generally done by a trained Kárkúu. A flag was erected to mark the place where newcomers were admitted and a jaghi took them to the newcomers' gangs.

*Tools*—As regards tools, these were purchased or made locally by the Executive Engineer, a scale was fixed of the tools required per 100 workers and an endeavour was made, while the numbers continued to increase, to maintain a surplus of 25 per cent at each camp and also a surplus of 10 per cent at head-quarters. The Camp Store-keepers, who had to deposit a security of Rs 100, issued tools to the Kárkúns, obtaining their receipts, and there was a separate enclosure for each Head Káikún where the tools in charge of the Kárkúns under him were stored at night. On some of the works, however, this was not done, with the result that a large number of tools were lost and the value was irregularly recovered by the Kárkúns from the workers. Subsequently all recoveries had to be made by the cashiers and entered in the muster-rolls and accounts.

*Payments*—The payments were made by cashiers from whom a security of Rs 1,000 was taken. They submitted their accounts to the Public Works Department Sub-divisional officer, and he sent in his accounts fortnightly to the Executive Engineer. The subordinate in charge of each work accounted for the tools to the Sub-divisional officer, who sent the usual monthly returns to the Executive Engineer.

*Water-supply*—With regard to the water-supply one water-drawer of the Kunbi class was appointed for every 100 workers, unless there was a note, in which case one sufficed for two hundred. Each worker had to carry a sufficient supply for his own use from the camp to the site of the work.

*Hospitals*—The patients were generally accommodated in separate huts in preference to sheds, as the patients preferred them, and any number required could be supplied at short notice. Three sheds only were generally provided—one for the quarters and dispensary and two for admitting new patients. Separate camps were formed for cholera, small-pox, convalescents and doubtful cases. Hospital furniture was supplied by the Sanitary Commissioner and special rations and clothing purchased by the Hospital Assistant, with the sanction of the District Medical Officer, and paid for by the Public Works Department. Each Hospital Assistant had an imprest of Rs 25, which was recouped by the Sub-divisional officer.

48 The tasks were generally fixed by the Executive Engineer, subject to the approval of the Superintending Engineer. The wages were fixed by the Local Government.

51. There were no small village works

*General*

92 I believe that some of the workers who came from the towns and villages in the immediate neighbourhood of relief works were not in need of relief, also some came on the relief works owing to their villages having been practically deserted.

93 Please see reply to Question 36 I would also recommend that hutting should be provided for as many as possible and compulsory residence rigorously enforced to the extent of the accommodation available. During the hot weather I would enforce compulsory residence even without huts

97 (a) Latrine trenches were provided and the workers were given the option of using them or going at least half a mile away from the camp, and jaghies were appointed to enforce this

(c) A place near the kitchen was marked off to be used as a latrine and sweepers appointed to remove the filth daily. The arrangements were sufficient when properly supervised, this was the duty of the Camp Superintendent. When there were no Camp Superintendent it was generally done by the Public Works Department subordinates, who appointed what was called a Camp Inspector on about Rs 12. The Special Civil Officers and Hospital Assistants also brought defects to notice. With regard to the water supply, please see reply to Question 47. The class IV (1) workers were employed for cleaning up the camps daily. There were special orders regarding the sanitary arrangements in the case of epidemics.

98 The grain shops were frequently inspected by the District Medical Officers and the Special Civil Officers and others. I heard very few complaints about unwholesome grain, but several about short measures and the prices charged at the camp bazars were often considerably in excess of the rates upon which the wages were based until the Collector issued the necessary instructions. I would recommend that for the calculation of wage one anna per māl (about 680 lbs) should be added to the market rate for every mile between the nearest market-town and the camp.

99. Owing to the want of rain wild products were scarce, but the lower classes and Mahomedans were able to get meat at ridiculously low prices. Beef was being sold, I believe, in the Dhuha bazar at one time at less than one anna per seer, and it was probably obtainable for much less in the districts.

100 The figures are not available as they were sent in original to the Collector. The immigrants were probably about 400 in Central and 3,000 in East Khândesh.

101 The effect upon the death-rate of the district would be very slight.

103 I consider that the first object should be the relief of physical suffering, and that the distribution of clothing on the relief works was not sufficient compared with the expenditure on the other objects. I do not know, however, how much was spent on each object.

108 The deviations from the Code, as revised by Government Resolution No 2019 of the 12th April 1900, were unimportant

*Section 83* —Workers for whom there were no tools were paid minimum, not full wages, also others employed on light work which could not be tasked

*Section 93* —The workers were allowed to leave at any time without tickets

*Section 95* —The poor-houses were not started until April, but there were kitchens attached to the works

*Section 97 (a)* —A monthly Form 15 has been adopted in addition to the weekly form which has been revised

*Section 101* —There was to the best of my knowledge no programme of small works

109 Staff Corps officers were employed as Inspecting Officers Native officers were employed as Camp Superintendents, but no Non-commissioned officer of the British Army Two sepoys per 1,000 workers under the orders of the Subhedárs would have been very useful

110 I was unable to get all the payments witnessed by trustworthy and responsible persons I believe it would be possible by paying, say, Rs 2 per day to obtain the necessary number of suitable persons from non-official sources for the two days in each week on which payments are made If every payment had to be witnessed by a trustworthy person the scope for fraud would be greatly reduced

111 (1), (a) Payment by results was not introduced until the people had commenced to leave the works of their own accord for field work, hence the effect cannot be ascertained At one camp, where there were over 2,000 workers, they left in a body when they were informed that they would be paid by results

(b) The sudden doubling of the metal-breaking tasks for a fortnight near the end of March coincided with an outbreak of cholera, so the effect cannot be ascertained. It was probably slight, as it did not greatly affect the workers who were getting the penal wage, which included most of those who could afford to leave the works.

(c) A report was submitted to the Commissioner about this, the figures he called for seemed to show that the introduction of the penal wage had little or no effect towards reducing the numbers on the works Those who could afford to leave the works suffered comparatively little by its introduction

112. I do not think that the massing of people on large works tends to disorganize family life or weaken social restraints or relax moral ties to any great extent The different classes were kept separate both on the works and in camp

D W HERBERT,

Executive Engineer, Khândesh District.

EVIDENCE OF MR J VARLEY, ICS, ASSISTANT COLLECTOR,  
KHANDESH

*The President* — Were you Assistant Collector of Khandesh throughout 1900?

A — Up till the beginning of May 1900

Q — From August 1899 until May 1900 what function did you discharge?

A — From August to the end of September I was in another Division and from the beginning of October to the end of May I was Assistant Collector of Khandesh

Q — Had you special charge of the famine relief operations?

A — Yes, in addition to my own duties

Q — You had a number of *talukas* under you?

A — Yes

Q — They are in charge of *mamlatdars*?

A — Yes

Q — Do you take criminal cases direct?

A — Yes

Q — You had also revenue jurisdiction in your Sub-Divisions?

A — Yes

Q — In addition to your magisterial duties?

A — Yes

Q — You don't live in the Sub-Division you live at headquarters?

A — During the rains we live at headquarters, but during the whole of the touring season, which extends from November to the beginning of June, we live in the district

Q — In your *taluka*?

A — Yes Last year we remained on tour till August

Q — When were you certain that you would have a big famine? In what month?

A — In September

Q — What was the first measure you took? Did you keep your Collector informed of the state of the crops and the condition of the people?

A — Yes

Q — Were your reports the weekly crop and weather reports published in the Gazette or were they more extended reports?

A — There was a special report called for before September Weekly reports went directly from the *mamlatdar* Later on I submitted fortnightly famine reports

Q — Dealing with the state of the people and condition of crops?

A — Yes, and the numbers on works

Q — When did you commence sending in your fortnightly reports?

A — I think in January

Q — What was the first step you took to meet distress? Test-works or poorhouses?

A — There was one test work opened in Taloda *taluka* on the report of the *mamlatdar* I did not come into charge of the Taloda *taluka* until October The *mamlatdar* made a special report in September and we established a test-work

Q — That was intended for the Bhils?

A — Yes

Q — Did the Bhils go in any numbers to that test-work?

A — Yes, there were from 1,500 to 2,000

Q — When were you satisfied that these test works had served their purpose and that they ought to be converted into relief works? Was it in October or November or December?

A — I think it was in December, but it remained as a test-work for a very short time only, then we added kitchens

Q — Did you convert the test work into a relief work of your own motion or did you report to the Collector?

A — I fancy a report was made about it

Q — Because it involved a change in the system of administration of relief to numbers?

A — Yes

Q — I understood that while the test-work was open it was worked on the payment by results system, and when it became relief work it was worked on the system of the Ceede task with a minimum?

A — Yes, with kitchens

Q — Was there any delay in converting the test-works into regular relief works?

A — No the change took place very quickly

Q — We have been told that the payment by results system with a minimum of 12 *chhatals* remained in force till February, when the minimum was reduced to nine *chhatals* Did you receive any report before that minimum was reduced or was it on your suggestion that the minimum was reduced?

A — I made various representations about the inability of the Bhils to do the task, and it was on these representations that a specially reduced task was made for the Bhils.



Q—I am referring to the specially reduced minimum wage, not of the specially reduced task. What I want to know is whether the reduction of 12 *chhatahs* to nine had any bad effect on the condition of the people?

A—No

Q—From the time the test-works were converted into relief works did you visit them and see how they were going on?

A—Yes

Q—Did the inspection which you made lead you to make any representation to the Collector?

A—Yes, I represented that we required another work in the *taluga*?

Q—What happened?

A—Until March nothing happened

Q—When did you make your representation?

A—In the middle of January

Q—Did your relief work supply sufficient employment to the Bhils?

A—At first about 4,000 or 5,000 Bhils came, but they only remained for a week or so and then went away

Q—Another work was required?

A—Yes, but there was some delay and it was not opened till March, well into March

Q—During that interval the Bhils suffered?

A—They suffered very much

Q—Did you make your report to the Collector of the district?

A—Yes

Q—Did the Collector of the district permit you to open the work?

A—No

Q—You are quite sure you had not the power to open the work without sanction?

A—I am quite certain of that

Q—Had you some money which you might use in unforeseen circumstances in connection with relief?

A—I had only Rs 100 which was intended to relieve any who were found actually dying of starvation

Q—Am I to understand that you were in charge of the two *talugas* of the Bhil country where serious distress threatened and you had no power to open relief works for the relief of men in distress?

A—Yes, I had only power to make representations

Q—You had no power to erect a poorhouse if you saw people in starvation?

A—No

Q—Or to open a kitchen?

A—No

Q—You had nothing except Rs 100 to enable you to meet any very urgent unforeseen emergencies?

A—I had nothing, but I had power to make representations

Q—Besides this particular work was any other work opened in your *talugas* in March?

A—In March a survey of roads was put in hand

Q—From September or October when the test-work was opened until March there was only one work which offered employment to your two *talugas*?

A—Yes

Q—Do you think it was sufficient to supply employment in your two *talugas*?

A—No, I do not think so

Q—Did you make representations to that effect?

A—Yes

Q—Was there any other work opened in March?

A—Yes, a hurried survey was made for a road and works started

Q—Did they soon fill?

A—No

Q—What class of people had you in that tract? Were they all Bhils?

A—They were not all Bhils, there were other hill tribes

Q—To what do you attribute the fact that the works did not fill?

A—I think the work was too much for the people

Q—What was the character of the work?

A—Some of it was stone-breaking

Q—It was not suitable?

A—Quite unsuitable

Q—Was there any attempt made to devise works suitable to their habits?

A—There were various propositions made to improve the water-supply and so on.

Q—Were any efforts ever made to cut and stack fodder?

A—No. In Nawapore there was a good deal of that sort of employment up to March

Q—Was it possible in these two *talugas* to do the same thing?

A—No

Q—Did you attempt to feed the Bhils in their own villages?

A—They do not stop in villages, they wander

Q—Were any poorhouses opened to pick them up?

A—No

Q—If poothouses had been established, do you think it would have been beneficial ?  
A—They would have stopped a great deal of distress  
Q—You opened two works in March  
A—There were three works opened along one road  
Q—When the Bhils came to your work were they willing to labour, or were they satisfied if they got the minimum wage ?  
A—They usually were satisfied with the minimum wage  
Q—Your minimum wage was nine *chhatals*  
A—Yes  
Q—Was their physical condition improved or not on work ?  
A—I think their condition was fair  
Q—Did they get reconciled to the work after a time ?  
A—No  
Q—They left ?  
A—Yes They were constantly leaving There was an outbreak of cholera on the work, *i.e.* Devala in Nandurbar *taluga* towards the end of March The Bhils suffered terribly, and did not seem inclined to come back  
Q—Was any attempt made to deal with it by removing the work to a less infected place ?  
A—Yes, but a certain interval had to elapse between the closing of one work and the opening of the other  
Q—In the meantime the Bhils suffered a good deal ?  
A—Yes  
Q—They ran away ?  
A—Yes, to their villages  
Q—Carrying cholera with them ?  
A—Yes, and the villages became infected  
Q—Was there a general epidemic throughout the villages ?  
A—Yes.  
Q—From which there was great mortality ?  
A—Yes, I am afraid so  
Q—Do you think that the epidemic of cholera could have been avoided ?  
A—No, it was quite unforeseen  
Q—Was it due to defective water-supply ?  
A—No  
Q—Were wells taken possession of ?  
A—The water-supply was excellently protected, but there were large open *nālas*  
Q—Could not those *nālas* have been guarded, could not the police have guarded them ?  
A—I am afraid not at night  
Q—Are you in favour of daily wages on relief works ?  
A—Not in every case, but in the case of helpless people  
Q—I suppose if the system of daily payments could be managed you would be in favour of it ?  
A—Yes  
Q—It is only a question of organization and establishment  
A—It is a question of establishment I may say that the system of payment acted very well on other works, *i.e.* works on which hill tribes are not employed  
Q—We have been told that there is a great deal of indebtedness among cultivators of your district ?  
A—I think there is not very much in my two *talugas*  
Q—Is the assessment in your two *talugas* higher than that in the adjacent *talugas* ?  
A—Yes, the land is very good  
Q—Are you disposed to attach to the fact of higher assessment the freedom of the people from indebtedness, on the principle that the money-lenders do not give credit to the cultivators if the assessment is high ?  
A—I think that the cultivators of these two particular *talugas* are of a better class than you ordinarily see, they are well off  
Q—Do you attribute this freedom from indebtedness to the fact that the revenue was high and consequently there was less valuable security for the money-lenders ?  
A—I cannot say  
Mr Nicholson—As far as I understand, you opened the forests to cattle Did the cattle die there ?  
A—Yes, and some of them were killed  
Q—The grass did not agree with them ?  
A—The cattle would have died wherever they were  
Q—Would it not have been possible to bring down grass like many other cultivators did from the hills ?  
A—Yes, but the expense would have been enormous  
Q—Did private enterprise do anything in that way ?  
A—A great deal  
Q—Do you know how much ? How many grass permits were issued ?  
A—I cannot say  
Q—You have no record ?  
A—No

Q—They were issued on a large scale?

A—Yes

Mr. Bouldillon—From your own experience how would you begin your work if you had to face another famine recognizing the peculiarities of these people?

A—I should open suitable works, such as grass cutting and kitchens

Q—Near their homes?

A—Yes, somewhere within the forests

Q—They eat cooked food?

A—Yes

Q—That would be your main programme?

A—Yes

Q—In the rains would they go to cultivate their own fields and support themselves?

A—Yes

Q—Did the labouring people on the works cultivate their own fields or other people's fields?

A—They were too poor to have fields

Q—Do you think that large works should be broken up into small ones?

A—Yes, and kitchens established in a large number of centres

Q—Would you give them grain or cooked food?

A—Cooked food

Q—In the rains if it was difficult to go long distances for cooked food, would you give them sufficient allowance for a month to enable them to get their own food in their villages?

A—I do not think you can rely upon them, they are very much given to drinking

Q—Could you give them grain?

A—They would sell it

Q—Would grass cutting in the forest be available all the year round?

A—Yes, but the difficulty is the water-supply

Q—The broad fact remains that there is great scope for employment of labour in the forests. Do you think you could make use of it?

A—Partially

Q—Who would the labourers be?

A—Hill tribes

9 The President—Would you advocate that in cases of special emergency the officer in charge of relief should have power to take steps which seem to him suitable without any reference to the higher officers?

A—I think the local officer should have full authority in urgent matters

Q—He would be responsible for what he does?

A—Yes, the man on the spot should be allowed to do what he thinks best, and he would be absolutely responsible

Q—With reference to your answer to question 112, second paragraph, was there no system of village doles?

A—Yes, village doles were also in force

Q—Were these Bhils not entitled to village doles?

A—No

Q—Was there any principle of selection to exclude those who were well-to-do?

A—No test was fixed

[The witness subsequently made the following notes—]

1 The questions and answers seem to have been mixed up. The facts are—from October 1899 till May 1900 I was Assistant Collector W D. Then the Division was split up and I remained in charge of Taloda and Shahada taluqas

2 This answer of course only refers to others than Bhils of the hills

3 This requires explanation. The Halepur work was moved from Taloda to Nandurbar taluqa during January 1900, and became the Dewala work, this was supposed to serve Taloda and Shahada taluqas, I represented that it was inadequate, and I required other works in the two taluqas in which no works were, as the hill tribes and Bhils generally would not cross the Tapti

4 Even supposing I had the power, I had no means of doing so. If the Public Works Department do not take their orders from the Collector direct, they could not possibly from the Assistant Collector. This question also takes no account of ways or means

5 There was no work in the two taluqas, but one in an adjoining taluqa, which was supposed to serve these two taluqas

6 The water difficulty was in my mind, chiefly in giving this answer

7 Dole was, of course, given to villagers

8 This question had reference to a Central Provinces scheme for gang cultivation, of which I had no experience

9 It is of no use his having the power unless he has also the means, and for them, at any rate, reference would have to be made to the higher officers. During a great portion of the famine there were not even the means supplied for paying for what was actually sanctioned, I had often to buy grain on credit from *bannas* and trust to their indulgence not to press for payment, as there were no funds in the local Treasury, and no possibility of obtaining them before money was sent out from the Huzur Treasury

10 "These Bhils" must be those who under the rules of the Famine Code were not eligible for dole

Mr. F. J. VARLEY, I.C.S.

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*Replies by Mr. F. J. Varley, I.C.S., Assistant Collector, Khándesh, E. D., to the questions drawn by the Famine Commission.*

1.—The outlook was good, the rains began well. The character of the harvests of the two preceding years had been fair to good.

2.—I believe the kharif sowings were up to normal.

3.—I have no figures, but the rainfall was roughly about  $\frac{1}{3}$ rd of the normal: the rains ceased early: the rainfall was good in June and July, and failed altogether towards the end of the season.

4.—Except in irrigated areas there was no kharif harvest at all, only from annas 1 to 2 of cotton in a few places.

5.—No figures.

In Taloda the great bulk of the population are petty cultivators of the Bhil or other hill tribes. In Sháháda the proportion is less. In both tálukas there is a large number of labourers chiefly of hill tribes.

6.—It was assumed from the fact of crop failure.

7.—A large population of petty cultivators of the poorest class, who in ordinary years live from hand to mouth, and except in the case of Pávrás have little to fall back upon.

8.—A relief work and kitchen was opened in Taloda, and the dole opened in both tálukas

9.—Besides the metalling of two miles of road in Taloda, there was no other work in these tálukas until March, when the survey of a road was undertaken, and camps opened along it

10.—Large public works. No.

11.—(a) Test works.

(c) Kitchens on works.

(e) Opening of Government forests

(d) Organization of charity in Taloda and Sháháda.

(b) Poor-houses, last of all, in spite of urgent representations.

12.—(a) Circle Inspectors and extra Circle Inspectors were put on the superintendence of dole

distribution from the first. the village officers were also bound to assist

(b) None, a few rich men voluntarily built houses, etc., to give employment locally.

(c) There was no organized charity except in Taloda and Sháhada, which I had to organize myself, as the previous indiscriminate charity was most mischievous.

(d) The Circle Inspectors, an extra Head Káikun and various officers of other Departments

13 —Only for deepening wells.

14.—Yes, from 30—40 feet, except near the Tápti Yes. (a), (b), (c) all in the affirmative.

15 —Under Public Works Department no other works

16 —The tasks were specially reduced for hill tribes.

23 —Admission was free, but it was usual for village officers, Mamlatdárs and other officers sending people to works to give a 'chit' and there is some reason for thinking that this 'chit' became almost indispensable for admission.

Hill tribes would not conform to the distance test for any length of time.

Residence was supposed to be compulsory, but in practice could not be made so

25 —The Public Works Department officers were supposed to be subordinates to the Civil authorities in all but professional matters, but in practice there was constant friction, more especially between the Civil officer and the overseer in charge

32 —The answer to this depends on the class of workers.

(a) Professional labourers could not only live but thrive on it.

(b) Cultivators and other unskilled persons could subsist

(c) Hill tribes would starve.

33 —Tasks were reduced to an absurdly small amount for hill tribes, but even then their peculiarities prevented them from doing their tasks. Stone-breaking is utterly abhorrent to them, and they generally gave it up in disgust. Subsequent changes had to be made in the direction of greater leniency.

34 —As the hill tribes did not keep on the works it is not possible to answer the question as regards them.

The few cultivators who came on found the scale of wages adequate and kept in fair condition.

Professional labourers, Mahárs, etc., with their large families thrived wonderfully, and no doubt saved money.

The chief factor was the abundance and cheapness of meat, while wages were calculated on a grain diet.

Another factor was the size of a family,—the larger, the more profitable, on some works there is no doubt that many "families" were purposely increased.

35.—A rest-day wage was given

A rest-day wage.

36.—Please *vide* No. 34.

38.—Payments were made weekly. In case of hill tribes it is *absolutely essential* to pay *cash wages* daily. The Chief Secretary to Government at the time of his visit said he saw no difficulty in the way of daily payments, and assured me that this system was in vogue in Gujariát. I represented the matter to the Public Works Department authorities but in spite of my repeated and urgent representations daily payments were never made until very late in the season, when the numbers on works had greatly fallen off. The reason given to me for the inability to pay, the hill tribes at least, daily, was that cashiers could not be procured.

Instead of daily payments the annas 1 "chit" system prevailed, which, however successful it may have proved with the wideawake people of the plains, is absolutely pernicious with simple hill folk. It is common sense that the Bania will give more for cash down than a piece of paper authorizing payment at the end of a period—the "chit" system devolved into a gangman's list, and the gangman collected money at the end of the week—this system was open to all sorts of abuses. The absence of daily payments to hill folk on relief works was largely responsible for their failure as means of relief. I have interviewed many in their homes as to their reasons for leaving the works, and I speak from experience when I say that the failure to make daily payments discounted any good that large relief works might have done in relieving the hill tribes.

60.—Very large numbers in Taloda and Sháhada. It was a matter of the utmost difficulty to relieve them—their excessive reluctance to leave their homes in the case of some (*e g.*, the Pavrás) aimless wandering instincts on the part of others (*e g.*, Bhils and Dhankas), discounted the success of any measures taken. Add to this the inaccessibility of their villages and the impossibility of getting a sufficient superintending staff of the right kind (men with a knowledge of the language

and habits of the people) and it will be realized that the relief of these people was the most difficult problem to be faced. I cannot say that the measures taken were as successful as I should have liked them to be, but I trust that, under such adverse conditions, my staff and I did the best we could.

66.—All the forests were opened. In my charge thousands of cattle came from other parts, and many died from climatic conditions, and yet more were killed by the Bhils. The killing of these cattle must have kept large numbers of Bhils from starvation. It became almost proverbial that cattle which had gone to the hills never came back.

67.—Yes. In Navápur Petha while I was in charge under the Forest Department they served as an enormous relief work to the Marchi and Dangchi Bhils, who earned excellent wages at the very work most suitable for them.

69.—The village dole. From necessity.

71.—A poor-house at Taloda and one at Sháhada. Great delay occurred in the receipt of sanction, though I made early representations as to their necessity, they were finally opened about March 1900. Hill tribes almost entirely. The numbers varied from about 600—1,400 at various times.

72.—Yes, this was their chief use, and the urgent necessity for their establishment was due to the fact that vagrants and immigrants could not cook their food (raw grain), but eat it raw, and died in large numbers from the effects on an already emaciated constitution.

No. They were turned off the works, if fit to work.

73.—Measures were taken periodically, but with no success at all, after an interval of wandering (after running away from the works if escorted there) these people turned up again usually in a shocking condition.

75.—Rice diet with dál (kidgeri) twice a day—midday and evening. They were supposed to feed on the premises, but in practice did not.

74.—Rice and dál boiled.

Yes. Mellins' food, vegetables, Swiss milk, etc., were given to emaciateds.

75.—The Circle Inspector, in consultation with the village officers, by the Mámlatdár, Assistant Collector, and other inspecting officers.

Regularly every week at time of dole distribution by Circle Inspector and also at irregular intervals by other inspecting officers.

76.—In grain weekly at the dole centres, fixed for groups of villages.

78.—Bhils in poor-houses, Kunbis in kitchens attached to works.

79.—Kitchen on works. A Superintendent under the Civil officer.

82, &c.—No answers to these questions can be given, as there was a conspiracy not to pay revenue among well-to-do Gujirs in Sháhada Taluka.

Large remissions and suspensions will be necessary with the Bhil cultivators

87.—The character of the population, and scanty resources.

89.—Labourers and hill tribes. No.

90.—No former famine in Taloda and Sháhada

91.—In Taloda and Sháhada, no. Elsewhere, Yes.

92.—No.

93.—A separation of the grain and meat eating castes. No method of selection for admission to relief is practicable

94.—Village registration by pátíl and kulkarni.

96.—Water supply was generally good, except from the Tápti.

97.—Latrines, etc. Moderately successful. The Civil officer,

98.—Yes. But much inferior grain was bought and sold *sub-rosa* as it was cheaper

99.—Towards the latter end of the famine the hill tribes lived almost entirely off wild products, leaves, etc. These could not be obtained on the works or in poor-houses, and the facilities for obtaining these may have induced people to stick to their homes.

The consumption of leaves, etc., without any other food must have, and certainly did, seriously affect their health, to what a great extent it did will probably never be known.

100.—Yes. About 40 per cent. or more in poor houses.

101.—In Taloda itself the mortality was appalling. Among one batch I watched, every individual died. They arrived in a hopeless condition, and nothing could have saved them. Dr Fariar and I experimented with stimulants, etc., in a few cases, to no purpose.

102.—Mostly taken by caste-people.

105.—Only in the neighbourhood of one work at the commencement of the rains

107.—Yes. No. Not sufficiently.



109 — One officer for a few weeks. A few officers of the Native Army to superintend payment by cashiers

110 — Not at all. There was no Missionary aid available which elsewhere proved so successful with the hill tribes

112 — The Bhil is at all times a bad husband, and proved himself exceptionally so in this famine. The greater proportion on relief were women abandoned by their husbands and children. The husband generally managed to fend for himself and left his wife and children to their fate

At the beginning of the cultivating season I noticed a tendency on the part of cultivators to send their families to the works while they remained at home

In conclusion, I would ask indulgence for the superficial manner in which I have had to answer the questions set forth, relying solely on my recollection of the various phases of famine relief, and having no famine file to refer to. I should be glad if an opportunity to answer any question I may be able to more fully when in receipt of my famine files.

F J VARLEY,

Assistant Collector, late in charge Taloda and Shaháda Talukas, Khándesh District, and Assistant Political Agent, Mewás Estates.

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*Extract from the letter from Mr F. J. Varley, I C S, No. 91, dated 11th January 1901, forwarding the above —*

I regret that the notice given me has been too short to enable me to get the materials required for giving any detailed account. I am now serving in a different part of the district, and although I wired at once for the famine file of my late charge, I have not received it as yet, and as the answers are required by 12th January without fail, I must endeavour to do the best I can without figures or statistics, and would ask indulgence for any inaccuracies or mis-statements which the want of records may be responsible for.

Though I was in charge of West Khándesh until the beginning of May, circumstances compelled me to spend most of my time from January 1900 in the talukas of Taloda and Sháhada, the former taluka especially giving great cause for anxiety. I also visited the adjoining Mewás Estates to inquire into famine relief there. My remarks for the most part will refer to Taloda and Sháhada Talukas of which I was in sole charge from May onwards.

MR C. S. F. CROFTON, ICS, ASSISTANT COLLECTOR, KHANDESH.

*The President* — Were you in Khandesh during the whole of the famine?

A — I was there until the middle of August

Q — When did you join the district?

A — In May 1899

Q — And you were there till July 1900?

A — Till the middle of August 1900

Q — Had you any experience of the district during the previous famine in 1897?

A — No

Q — Were you in charge of a sub-division?

A — Yes

Q — Was there a total failure of crop in your sub-division?

A — Practically a total failure

Q — Is it more of a *kharif* country than *rabi* country?

A — Yes

Q — Had you hill-tribes?

A — Hardly any

Q — What was the first step you took in establishing your relief?

A — The Collector ordered test-works to be opened

Q — How many test-works were opened in your *talukas*?

A — Two

Q — Were they stone-breaking?

A — Yes

Q — Did they show from the beginning the necessity for relief?

A — Enormous crowds went on to them from the beginning

Q — Were you in the habit of visiting the relief works?

A — Yes I visited them regularly

Q — And did you notice what the conditions of the people were? Were they in a reduced condition?

A — No, they were not reduced

Q — Did the test-works last long?

A — Test-works lasted about two months

Q — Was there any apparent deterioration in the physical condition of the people, while the test-works continued and before they were converted into relief works?

A — No

Q — What was the reason for converting them into relief works?

A — We thought that famine was sufficiently declared

Q — And the works were conducted on the payment by results system Is that a severe test?

A — It failed to be a test because of the enormous number of children

Q — Did you open kitchens for children?

A — No.

Q — Were the children supported from the earnings of their fathers and mothers?

A — The earnings of the children supported the fathers and the mothers, who did not come on the works

Q — Were the children able to earn sufficient to do that?

A — They earned something, and probably their fathers and mothers were not in urgent need of relief

Q — Among the people who came the majority of them were children?

A — A great number

Q — The smallest child could not do work?

A — Any child who could carry a few stones in a basket was paid.

Q — Not by the amount of work done then?

A — They were paid more or less by results They worked very well They carried a good deal.

Q — And the result was that it was really a test-work for children?

A — People seized the opportunity of getting a little money by sending their children there.

Q — You were satisfied with the necessity of the relief works?

A — Yes, relief in some form was necessary

Q — What month did that end?

A — In November

Q — Was that a general experience in Khandesh that on the test-works a great number of children assembled at the commencement?

A — I do not know about other places The Collector's chief reason for changing the test-works into relief works as far as my charge was concerned was to prevent people sending all their children and not coming on themselves

Q — How did the change prevent that?

A — According to the Code we could not institute kitchens on test-works

Q—When the works were converted into relief works did the children cease to come to the works?

A—Fewer came than before.

Q—Did other people come to the work?

A—Yes

Q—Did they come in good condition or in bad condition?

A—They were mostly in good condition when they came

Q—And the works from the commencement were managed by the Code task system with the minimum wage?

A—I had no concern with tasks

Q—Can you say what system was enforced on them, the Code task system or piece-work system?

A—Code task system

Q—With the minimum wage?

A—Yes

Q—Did you notice that the majority of the people on the works did no more than what entitled them to the minimum wage?

A—They did a great deal less

Q—But notwithstanding their doing less they got the minimum wage?

A—The penal wage was introduced later on

Q—When was it introduced?

A—In February

Q—We are told it lasted during the remainder of the famine?

A—Yes, I believe so

Q—Did you notice any deterioration in the physical condition of the people under the penal wage?

A—Generally the longer they were on works the better they looked

Q—How do you account for that?

A—I think the wages were sufficient to keep them in good health

Q—As a penal wage they got 9 *chhataks*, do you consider that 9 *chhataks* are sufficient for a person to live upon?

A—It depends on the condition in which the people were

Q—One would expect to see considerable physical deterioration in a body of people who got only 9 *chhataks* a day for a full length of time for four or five months, because it is the medical opinion that 9 *chhataks* is not sufficient to support life?

A—I think a very large number of people had some means of their own

Q—How could they get that means, I understand that compulsory residence on the works was enforced?

A—They brought something with them

Q—They were content to eat it up and thereby to supplement the deficiency of their earnings?

A—Yes

Q—Is that an inference from the fact that they were not deteriorating in health or have you substantial reason for thinking so?

A—I have had conversation with the *patels*, and their opinion is that the people came on the works to tide over their difficulties until the rains came

Q—Did they come upon the works without necessity?

A—I cannot say that all of them did, but some of them did no doubt

Q—Do you consider that in your *talukas* there was a large opening for works that could be undertaken by the Local Board. Such as digging irrigation wells and small Local Fund roads and buildings?

A—I think there is a very large field, but I do not think the wells would be permanently useful

Q—They would not make use of them for irrigation purposes?

A—They would during that year, but they would not if there was a good year

Q—Were there large advances given in the way of *tagāvi* in the autumn of 1899?

A—No, a very small sum was so spent

Q—You think a good deal more might have been advanced with advantage?

A—Before the end of the year a great deal more was required. After the end of the year it was not so much required

Q—Do you think there was a sufficient amount of *tagāvi* available before the rains for the purchase of seed?

A—Before the rains of 1900, yes, a large amount

Q—Did you control the administration of gratuitous relief in your sub-division?

A—Yes

Q—I understand that the distribution practically lay with the *kulkarnis* and *patels*?

A—Yes

Q—Do you think more could have been done in the way of associating respectable cultivators with them?

A—I think the *patel* is generally the most respectable of the cultivators

Q—Is the *patel* in a higher position than the *kulkarni*?

A—The *patel* is a very much bigger man than the *kulkarni* and I always consulted him.

Q—Did you find that the list of recipients was pretty substantially correct?

A—It was rather given to include a number of children who had not actually got parents but who had uncles and other relations who should have supported them.

Q—You state in your answers that you are of opinion that a distance test should always be enforced previous to the rains. Do you mean that you would exclude persons from the adjacent villages unless they brought tickets for admission?

A—Yes

Q—What radius would you enforce that in?

A—I should say ten miles

Q—Would you go so far as that?

A—Six miles would perhaps be sufficient where communication is difficult.

Q—Would you enforce compulsory residence on the works too?

A—It would not be necessary with a distance test

Q—Do you think it would be practicable that the Collector and his assistants should be authorized to have the power if they found anything wrong on the Relief Works to set them right then and there, and not to follow the procedure of writing to the Executive Engineer and going through a long correspondence?

A—I do not think it would be practicable because there would then be two men doing the same work and possibly on different lines

Q—Would you give me an instance?

A—In the employment of water-carriers, I had a difficulty with the Public Works Department, I issued one order and the Executive Engineer issued an order exactly opposite

Q—What was the character of the order issued?

A—I cannot remember the particulars of the case. I can get a copy of the order

Q—Was it an order to the water-carriers to supply water?

A—It was something about the payment of water-carriers, that they should be either on the kitchen establishment or the Public Works Establishment

Q—Let me assume that the nature of your order was that they should be on the Public Works Establishment and the Executive Engineer's order was that they should be on the kitchen establishment. The question is whose order should be authoritative?

A—Yes

Q—What do you consider the proper system, that the kitchen establishment should be entirely under the control of the Public Works and that all officers on works whether employed in measuring or on kitchens or in registering coolies should be under the control of the Public Works Department, or that the Collector and his assistant should look upon the Public Works Officer as his assistant for the purpose of carrying out the Public Works duties and that, when the Collector finds his assistant going wrong, he should be in a position to set him right just as he sets right the *mamlatdār* or the Deputy Collector?

A—I consider the latter the right system for Civil Works and the former for works under the Public Works Department

Mr. Nicholson—Do you say that irrigation works are not possible in the district?

A—Tank works are not possible

Q—Is that because of the soil of the country?

A—Yes

Q—Do you think that if they had got advances the people would have dug wells?

A—They were most anxious to do so.

Q—Had you any applicants?

A—Thousands of applicants

Q—If *kachcha* wells costing Rs 10 to Rs 15 had been dug, a great amount of fodder might have been grown by means of water-lifts?

A—Water-lifts are not known in the districts. It would require Rs 100 to make a well suitable for irrigation by *mōt*.

Q—You were dependent for the protection of the cattle upon the importation of grass?

A—Yes, in the month of May

Q—Was fodder not imported before the month of May?

A—It was imported privately

Q—Was it very extensively imported?

A—By the Government?

Q—No, by private enterprise.

A—Yes

Q—And you found that the people took it largely?

A—Yes

Q—Was there any Government action in connection with the import of grass?

A—Government imported it in May

Q—Did the Government action in any way discourage private enterprise?

A—No

Q—Was the *khariif* sown in 1900 up to the normal?

A—Yes, I think so

Mr. Bourdillon—Had you many aboriginal tribes in your district?

A—No

Q—I have got a list here of the mortality of the whole district, do you know at all how the rate stands?

A—No.

Q—Speaking generally, did you have much mortality?

A—No

Q—Had you much cholera?

A—Only down the Tapi banks

Q—What month was that?

A—March, I think

Q—What was the total number of relief works you had in your district altogether?

A—The most at one time was 10

Q—Was there any difficulty about getting labourers to go back to their fields?

A—No, they went back as soon as they could get work

Q—You had no complaints about relief works carrying off the labourers?

A—No

Mr Nicholson—Are the people much indebted—the actual cultivators?

A—They are indebted, but not so extensively as elsewhere in the Deccan

Q—Did the actual cultivators pay their revenue?

A—Nearly all that was paid was paid by the cultivators

Q—They borrowed perhaps from the money-lenders?

A—They had kept back enough for the Government instalment. They had it ready with them

Rao Bahádur Syam Sundar Lal.—Were attempts made to induce the people to use prickly pear as fodder?

A.—Prickly pear is seldom met with in East Khandesh

## Mr. C. S. F. CROFTON, I.C.S.

*Replies by Mr. C. S. F. Crofton, Assistant Collector, to the questions drawn up by the Famine Commission*

### INTRODUCTORY

1—When the rains of 1899 commenced the outlook in Eastern Khándesh was favourable. Stacks of fodder were being destroyed on all sides to make room for the new sowings. The previous harvest had been an excellent one, but the price of cotton was so low that much of the crop was left ungathered. A cotton ginning factory purchased that year in Jalgaon made more during the season than its whole cost. The price of jowári was about Rs. 12 per máp.

2—The kharif sowings were up to the normal.

3—As far as I have been able to ascertain the rainfall in 1899 was—

	To end of June	July	August	September	October	Total
Bhusával	3 74		1 68	1 68		7 10
Jalgaon	2 98	2 86	1 63	63		8 10
Yával	2 96	3 06	98	75		7 75
Ráver	3 00(+)	2 50(+)	2 41	2 16	02	10 00
Edalabad	3 00(+)	2 50(+)	66	1 15		7 22

The rains ceased after the first week in September.

4—The actual kharif harvest of 1899 represented about 20 per cent of the normal in Yával and Ráver and about 5 per cent elsewhere.

5—I estimate that 90 per cent of the rural population live exclusively by agriculture. Of these rather more than half cultivate their own land.

### PRELIMINARY ACTION

6—Proof of necessity of relief was required by compliance with tests.

7—The observed facts which led me to think that relief should be started were—

- (a) demands for labour by the people,
- (b) great number of thefts and dacoities, the object being the growing crop,
- (c) the failure of the crop.

8—The first measures undertaken were the opening of test works in the form of metal-breaking works at Jalgaon and Bodvad. These rapidly became overcrowded and there were as many as 20,000 labourers on the Jalgaon test work alone at the end of October. The people were paid by results.

9—I believe there was some sort of list of relief works ready, but it omitted works of recognised utility and included several of comparatively little value. Surveys and estimates of cost had not been made out for any work in the charge except the partially completed water works at Jalgaon. (b) The programme did not include scales of establishment necessary for the emergency, nor were lists of candidates qualified for service kept up.

10—The programme contemplated large works only and no programme of small village works was in reserve

11—Relief measures were instituted in the following order —

- (a) Test works
- (e) Opening Government forests for Anjan leaves
- (c) Kitchens on works
- (d) Organisation of private charity
- (b) Poor-houses

12—In November or December a special Relief Head Karkun on about Rs 80 with Rs 20 travelling allowance was appointed to each taluka and the number of Circle Inspectors was increased. Their duties were (a) and (d). Every village was visited at least once a week by a Circle Inspector who checked the dole registers and altered them if necessary. The Head Karkuns submitted weekly diaries containing a full description of what they had seen and done and these diaries were carefully examined by me and forwarded to the Collector with my remarks. As regards (c) a local relief committee was appointed in January for each taluka with the Mamlatdar or myself as Chairman. It generally included any one who was likely to give extensively in charity. A meeting was held in each taluka head-quarters and organisation was impressed upon the charitable disposed with a result that cheap grain shops and gifts of clothing to the ragged inmates of the kitchen and poor-house were effected at River and Bhusaval. Jalgaon contained some wealthy and philanthropic Bhatias who insisted on making a huge indiscriminate dole which attracted not only the vagabonds from all the surrounding talukas but also drew off people from the relief works. I spent considerable time and trouble in trying to persuade the donors to use some discretion, and I introduced a system of admission by ticket, which I am afraid was allowed to lapse when my luck was turned. The Bhatia's religion tells him that charity will avail him nothing if any one is refused and a row of people too weak to enter the compound lay starving outside, while 2,000 persons, mostly able bodied, who were able to demand it, received the dole.

13—The subject of the earlier loans is more fully noticed in my answer to the next question. The first allotment consisted of Rs 10,000 and was made on September 25th, 1899. It was distributed as regards about half to petty cultivators for seed for the rabi sowings, and as regards the other half to similar people for making wells. It was recoverable in whole in five annual instalments which should include interest at 5 per cent. At the end of October nearly Rs 10,000 was received. On my own recommendation this was all granted for wells on the above conditions as there was then no chance of a rabi harvest.

Rs 4,000	were received in January,
„ 20,000	„ „ February,
„ 20,000	„ „ March and
„ 25,000	„ „ April

for similar objects and to similar people. In April, May and July allotments aggregating Rs 2,37,000 were made for seed and cattle, free of interest, repayable in three years in whole or in part according to the Collector's discretion, to agriculturists of all sorts.

14—The subject of irrigation wells is one to which I have devoted considerable attention as almost the whole of that portion of the charge which lies north of the Bombay-Nagpur Railway line is eminently suited for their con-

struction The Yával and Ríver Tálukas are intersected by perennial streams running down to the Tápti from the Sápudás by which the water level was well maintained up to within about two miles from the Típti itself The river bed is so far below the level of the surrounding country that the land along the banks could hold no water at all and formed a thin band of acute distress across the district The water level throughout these tálukas varied from 20 to 30 feet below the surface, and as there was no fear of rock being encountered, the sinking of wells was attended with little cost and with certainty of meeting with water at a depth which could be accurately predicted A tract extending from Faizpur to Nimboia is under permanent well irrigation and exhibited during the year of famine an unbroken stretch of first-rate wheat crop as far as the eye could see Other permanently irrigated tracts are to be found in the Jalgaon Táluka about the villages of Asoda and Rhadli and in the Bhusaval Táluka about the village of Varangan Both of these offered opportunities for considerable extension, the water level being about 30 feet below the surface Not much irrigation was attempted in the Edalabad Petha previous to the last famine The country is undulating and rock is liable to be found close to the surface A little ordinary care in selecting the sites was, however, sufficient to render the wells sunk there generally successful In the month of December several areas of five or six hundred acres each were found with water as few as 20 feet below the surface and good fodder and vegetable crops were produced South of the railway line the soil is thin and the country hilly The greatest difficulty was found in obtaining a water-supply sufficient even for domestic purposes Irrigation was generally impracticable

Eastern Khairdoh is not a charge that had hitherto availed itself to any considerable extent of the provisions of the Tagáí Acts Consequently the initial allotments were small By the end of October the allotments which then amounted to Rs 20,000 were distributed Of these about Rs 5,000 had been given for seed for the rabi sowings and the remainder for wells The demand for tagáí was universal and I speedily came to the conclusion that great economy was necessary in its distribution I issued orders that more than Rs 200 would not be given for a new well or more than Rs 100 for repairs to a new one Only Rs 4,000 were received during November and December and January At the end of January grants for new wells were discontinued and extensive allotments amounting to nearly half a lakk received in February and March were distributed before the close of the financial year entirely for well repairs In my opinion it was hardly possible for any of these latter grants to bear fruit before the rains, except where they were applied to wells which were in actual use at the time Forseeing this the recipients had small incentive to hurry on the works and no doubt less labour was employed than would have been at a period of urgency The normal cotton crop is so profitable and entails so much less labour than irrigated crops that in the most favoured areas there is little prospect of the wells being maintained Many of those made in the famine of 1897 had fallen into disuse though holding plenty of water For these reasons I can hardly say that the allotments received subsequent to the 1st January were successful either (a) in securing the crop that was on the ground (for they were in excess of the requirements for that purpose), or (b) as a permanent improvement (owing to the tendency to revert to dry crop), or (c) as a temporary measure to employ labour.

On the other hand, allotments which were or which might have been received previous to the 1st December may be considered to be productive of satisfactory results as regards (a) and (c), and to a modified extent, especially, in the poorer areas, as regards (b)



In the month of October I was face to face with the following facts —

- (1)—Intense fodder famine
- (2)—A country offering great facilities for cheap irrigation
- (3)—The fact that a fodder crop could be raised within two months of the commencement of a well
- (4)—Knowledge that the rayat is considerably slower in setting about things than he need be
- (5)—The fact that if wells were made they would probably not be kept up
- (6)—Absence of tagai allotments
- (7)—A large number of people on relief works, doing nothing, waiting for tools

The conclusion I came to was that a large number of cheap wells should be dug immediately by famine labour. At the beginning of December I took 200 people from the relief work on the Nargaon-Edalabad Road and began to dig wells in the village of Sátod. Two or three families were put to each well and the occupant of the land was told that he must get as much work out of them as he could and he could have them for a fortnight, at the end of which time if they had not done enough he would have to pay their whole cost, otherwise he need only pay one third. The workers went each week for payment to the relief work and the village officers were induced to interest themselves in the scheme and were presented with pagris for looking after things during the month or so the workers were in their village. No special medical or sanitary supervision was considered necessary owing to the numbers in each band being so small. The men and women did the digging and the children collected lime and stones, all under the eye of the proprietor. There was great competition among the rayats to be granted these terms, but only those in the poorest circumstances who would undoubtedly have had to go to the relief works later on were accepted. A few months later the villages over which the operations had extended were dried with green where all had been black. About one well in three had to be abandoned, usually shortly after its commencement, owing to rock, but we were working in one of the poorest parts of the district. The experiment would have been on a much larger scale, but the cashiers who were under the Public Works Department naturally refused to make payments without sanction.

When sanction arrived the following restrictions were imposed —

- (1)—That the work must be confined to digging a hole till water was found
- (2)—That the hole must not be more than 6 ft. across
- (3)—That the cost must be recovered as tagai

It was of course useless for me to apply the "trial shaft" system to the Raver and Yáral Talukas where the water level was known almost to an inch. It is so much more economical to dig a well the full breadth all the way down that the people could not understand the object of a narrow shaft, and as the actual digging only costs about 10 per cent of the well it was not much to their advantage to submit to Government supervision merely for the sake of 10 rupees or so worth of work which they would have to pay for in full and with no guarantee when they would get the remaining 90 rupees to go on with. Finally, it appears somewhat sanguine to expect successful employment of famine labour on work which is to yield 100 per cent with 5 per cent interest.

I am of opinion that the indirect advantages are so great that a recovery of only one third of the cost of labour would entail no financial loss. By selecting the poorest cultivators land revenue which would otherwise be lost can be secured. The cost of the family on the relief works which is about twelve times the value of the work they produce would also be saved and these two items alone would probably cover the remaining two thirds.

15—The works first undertaken were metal-breaking works under the District Local Board. They were not ordinary works in the sense of forming part of the year's ordinary budget. They were under the supervision of the Public Works Department,

18—The test works were changed into famine works on account of the disproportionately large number of children found there. It was found that the inhabitants from all the surrounding towns and villages sent their children, who earned wages, without their going themselves. The test thus became no test at all, and the expenditure was very great. By changing the works into famine works, kitchens could be opened for the small children and residence could be made compulsory, which had considerable effect upon the relative numbers of children and adults.

26.—Latterly when the number of famine works was great, the Civil Officer was generally a karkun on Rs 20 from one of the Revenue English offices, who was promoted to Rs 40 or Rs 50 while Civil Officer. He was more or less under the control of the Public Works Department officers and he submitted his diary to the Collector through the Public Works Department overseer.

#### SPECIAL RELIEF

60—There are two villages in the charge inhabited by aboriginals. One of these, Jinsi, is inhabited by well-to-do Wanjar cattle-dealers, the other, Pal, by Bhils who maintained themselves for the greater part of the year by carrying grass. Latterly they became very much reduced but refused to go to the relief works in the plain. The village dole was distributed there with more than usual liberality and finally a small road-repairing work was opened and managed by the Raver Taluka Local Board. These measures were sufficient.

61—No forest or fodder works were opened in East Khándesh.

62—No works of private utility were undertaken at public expense.

63—Special relief for weavers in their own craft was administered at Pimprála and Sávda. (See answer to question 65.)

64—The weavers of Pimprála showed considerably more reluctance than those of Sávda or other places to go on relief works. Although there was a huge work in their immediate vicinity the weavers of Pimprála were distinctly reduced in condition when relief was instituted.

65—The relief to weavers at Pimprála was undertaken by me personally from allotments from the Indian Famine Fund. I visited each weaver's house and made a list of those where I saw evidences of distress. The looms were nearly all empty. The industry is entirely in women's cotton lugadis, of which four go to each length of warp. I handed over Rs 5 for each loom with a maximum of two per family and went round three days later and saw they were all set up. The material for four lugadis cost about Rs 4, the remaining rupee was for maintenance until

the cloth was completed I bought two lugadis from each loom per week until the end of the famine at Rs 1-12 0 each which was about the normal market price. The weavers had thus a sufficient market and gained the middleman's profits. The lugadis were distributed on the relief works. I am of opinion that the measures were satisfactory from the point of view both of relief and economy. The number of families so relieved was 300 corresponding to about 1 500 persons. Similar measures were introduced at Sāvda by the Municipality with the help of a loan of Rs 2 000 from Government. There are colonies of weavers at Nasrabad and Faizpur who were left to themselves and eventually went on the relief work. Hand weaving is naturally a decaying industry, and if the famine has induced any of the weavers to take up another form of livelihood, it does not seem to be a cause for much regret.

66—One of the first forms of relief in Eastern Khândesh was the opening of the forests for the collection of Anjan leaves which are much prized as fodder. Confusion was caused at first by the Forest Department charging a fee upon all cattle that entered the forests to get the leaves, though in accordance with the Collector's orders they gave the leaves free. This privilege was temporarily withdrawn in the hot weather to give the trees a chance of recovery.

67—In April and May pressed grass began to arrive from the Government depôts. It was coarse and inferior but was greedily taken up by the people at Rs 10 per 1,000 lbs. I believe it cost Government about Rs 13 to land. At the commencement distribution depôts were formed close to the stations at Julgaon and Bhusaval. People were called up from the villages within five miles of a depôt village by village. Only those who had cattle actually alive at the time were allowed the grass to the extent of 1,000 lbs for each pair of cattle. The fairly well-to-do were required to pay cash and the grass was debited as tagāi to the remainder. The recipients did their own weighing and carting under the supervision of the Taluka Relief Head Karkun, and the grass was distributed at the rate of about 25,000 lbs a day from each depôt. Not knowing how much grass would be received I thought it better to be sure that those who lived near the depôt should get it first so that the average lead should be as short as possible. While on my way to buy cattle at Khandwa I got information of over 200 tons of grass lying at Mundwa in the Central Provinces. I purchased this by telegraph at Rs 6 a ton and it was distributed from the railway stations of Rāver, Sāvda and Nargaon. Grass was coming into Julgaon and Bhusaval very fast in the beginning of June when in a normal year the roads would have been impassable for carts and the grass would have been damaged by rain. Owing to the rain holding off till July, however, the Bhusaval depôt, at which 8 lākhs of pounds had been received, was just cleared in time, and a small balance left at Julgaon out of                      was sold (at a loss) to the local Panjrapol. By this time the new grass was being brought in from the Sātpudās where there had been rain in June and every day's delay when once the demand ceased meant further loss. As regards the success of these measures I cannot go further than saying that I believe every 1,000 lbs of this imported grass was the means of saving a pair of cattle. The mortality was very heavy especially in the Sātpudās where vast numbers of animals had been sent in the early part of the year, but there was no fodder in the district and to feed them on imported grass for more than two months would have cost more than their value. The price of cattle had been falling gradually until April when a live bullock was worth something less than a dead one. When once the period had been passed at which the cost of keep up to the rains no longer exceeded the normal value of the animal, the price jumped suddenly to that normal.

68—Dependents on large relief works were given cooked food. For a short period the allowance of one piece a day was made to unweaned children as a somewhat necessary provision for opium but this was discontinued in favour of an allowance of milk. There were no small village works in the charge.

69—Dependents other than those living in the vicinity of large public works were relieved by a weekly dole of uncooked *jowari*. The issue of cooked food in a large number of villages was considered impracticable and the issue of cash in lieu of food was considered to afford more opportunities for misuse of the dole.

70—The distribution of village relief was confined to the old and infirm and to the village servants.

The very few orphans who had not near relatives in the village were also added. As regards village servants, relief was given at first to two per village with their wives and small children. Subsequently the wives and children were ordered to be struck off and finally the number of village servants in a village of under 2,000 inhabitants was reduced to one. My experience shows that whatever relief is granted to village servants is divided among the sharers as one of the perquisites of the *watan*. *Watan* dars seldom left the village, many of them being afraid that if they did so they would lose their privileges. Those of them who were *Mahars* made a very good thing out of dead cattle. The village lists for the receipt of dole were primarily made out by the *kulkarnis*. Almost all of them, however, were scrutinized by myself before the dole was first opened. Every village I entered I had a parade of the dole recipients and Circle Inspectors checked the lists every week. I attempted in the municipal towns to leave the admission to dole to the discretion of the municipal members but they were invariably too "soft-hearted" to be dependable. It was not necessary to admit any high-caste persons as there was ample employment for all who could read and write as *karkuns* on the relief works.

71—Poor houses were opened in May at *Bhusaval* and *Jalgaon*. They were frequented principally by lower caste people who were emaciated or infirm and by professional beggars. The numbers at the *Bhusaval* poor-house reached about 1,500.

72—The poor houses were used as depôts for beggars found wandering about the town. The dole recipients from the town and surrounding villages were also received. The class of person who refuses to work on relief works prefers to be fed in a poor-house than to be subject to the bustling of people who attempt to extract work out of him. No persons were sent to the poor-house as a punishment for anything except begging in the streets.

73—Drafts of the most able-bodied were continually sent from the poor-houses to the relief works, but most of them ran away and came back to beg.

74—There were ten kitchens open at one time in the charge before the rains. They were each connected with a large relief work and were gradually closed as the attendance at the works diminished which did not occur till after the rains had set in.

75—The Code ration was provided at the kitchens the grain used being *jowari*. This was given in the form of two *chapat*s, one in the morning at about 8 o'clock and one in the afternoon at 4. On holidays both breads were given in the morning to allow the people to attend the bazar.

The kitchen-fed persons were compelled to feed in the kitchens with the exception of some small children who were considered too young to leave their mothers and who had food taken to them on the work.

76—The kitchens were all close to relief works, and the dole recipients from villages within two or three miles were required to go there for their food.

77—Admission to the kitchens was only accorded to persons who were infirm enough to be eligible for the village dole and to non-working children and nursing mothers of families on the relief work. The selection from among the people who presented themselves at the relief work was made by the Civil Officer in charge.

78—The poor house ration was the same as the kitchen ration. In cases of sickness or weakness the Code hospital ration was given modified, if necessary, at the orders of the Hospital Assistant in charge.

75—See answer to Question 70,

76—  
77— } See answers to Questions 69 and 70.

78—The cooks were usually of the Kunbi caste. No reluctance was shown to take the food provided, but many mothers preferred to feed their small children out of their own resources rather than permit them to stay in the kitchens. This was the more noticeable in kitchens where the Civil Officer showed inefficiency in other respects.

79—The Civil Officer was in charge of the kitchen. The kitchen was inspected by every officer under the Public Works, Sanitary and Civil Departments, who visited the camp. It was also inspected and the accounts examined weekly by the Mamiltdār or Head Clerk of the taluka and occasionally by myself.

80—Cheap grain shops were opened in Bhusával, Ráver and Bodvad by committees of private gentlemen who issued certificates of admission. This form of relief did not take extensive proportions and cost only a few hundred rupees in each case.

81—The shops neither discouraged the importation of grain nor affected the general prices.

82—By the end of the revenue year about 50 per cent of the land revenue in the Jalgaon and Bhusával Talukas and about 90 per cent in the Ráver and Yával Talukas had been collected. No definite orders had been received as regards the suspension or remission of the remainder.

83—During my tours I looked into the progress that was being made in the collection of revenue in each village and usually picked out two or three defaulters whom I told would have to pay and who usually did. I selected them on account of their general capacity without regard to the condition of their crop, though in well-to-do irrigated villages I insisted on the payment of all arrears before I would consider any applications for *tagá*. Except in the cases of a few notorious money-lenders there was very little reluctance shown in making the payments, and I was frequently surprised at the punctuality of payments in villages where the crop had been practically *nil*. Distraints were only sanctioned where the defaulter was an income tax payer and generally resulted in the payment of arrears before sale of property took place. A large number of notices were issued, but the fees were eventually remitted.

87—I am unable to say whether the number of persons in receipt of relief in my charge ever exceeded 15 per cent of the whole population, but that proportion was undoubtedly exceeding over areas in the vicinity of large works which I ascribe to the fact that life on the works was too easy.

88—In the above circumstances relief was excessive. From October to January most of the works were short of tools and the supervision was insufficient. This speedily became known and numbers of well-to-do persons especially in the villages round Náráyon, who never intended to do any stone-breaking, got themselves mustered and received wages for doing nothing. Many instances came to light of persons spending months on the relief works, and working too, while they had sufficient laid by to set themselves up in seed and even in cattle for the coming monsoon.

89—The recipients of relief consisted generally of State rayats and agricultural labourers. Tadvis and Bhils who form a large portion of the population of villages along the foot of the Sâtpudás were seldom seen on the works. The cheapness of meat probably accounted for the absence of Musalmáns.

90—I have learnt from conversations with Native gentlemen and money-lenders that loans were unobtainable on any security other than that of ornaments.

91—I do not consider the tests of the Code as worked in East Khándesh were always sufficient to prevent persons not in need of relief from seeking it. I am of opinion that a distance test should always be enforced previous to the rains. If better arrangements could have been made in exacting the tasks from the workers it would have been feasible and advantageous to lower the minimum wage. Considering that the majority of works were metal-breaking works, it does not appear that much technical engineering knowledge was wanted among the supervisors, and it would have been better to employ local gentlemen of position of whom several were willing to assist than to impose subordinates whose motives were more interested. The Civil Department is far more in touch with the people than the Public Works Department and has a certain amount of permanent authority over village Bráhmans who are generally candidates for a kulkarniship and from whom the majority of kárkuns on the works was drawn. The smallest of the tasks that were done must be largely ascribed to the inefficiency of these kárkuns who seldom took the least interest in what was going on so long as they could draw their pay without question. I think it would have better results to fine the whole of the subordinate staff for short tasks, to employ people with no permanent interest involved as little as possible, to have no strangers in authority and to run the works by civil agency. I may add that in the famine of 1897 a large civil stone-breaking work was opened at Raver. The metal produced there was the only metal that was passed as up to standard by the Railway Company who were in treaty to buy it, the metal was turned out at a cost of about Rs 10 per brás, whereas that produced from the 1899 works cost generally over Rs 50. The Civil Department would probably not be able to conform to the above precepts in more than one work of 5,000 workers per taluka. In localities of severe distress there would have to be Public Works Department works as well and the competition between the departments should tend to greater efficiency. When the workers are not well in hand I do not think that fining below the minimum has any effect on the output. Each man in a gang of 50 sees that when the kárkun is slack he only gains  $\frac{1}{30}$ th of the results of his extra labour and only loses  $\frac{1}{60}$ th of the results of his idleness.

92—A birth and death register is kept by the kulkarni of each village. In municipal towns it is kept by the  
Fam 61—8

Secretary to the Municipality. The village officers are in each case held responsible for omissions. The register is scrutinized by the Mámíatdár or Assistant Collector whenever he visits the village, and enquiries are made with respect to possible omissions. The registers for the people on a relief work are kept by the village officers of the village within which the work is situated.

96—Towards the end of 1899 the Tápti water became contaminated and outbreaks of cholera occurred in most of the villages along its banks. These villages were so poor that the majority of the inhabitants had already gone to the relief works. Though in many cases about half the remainder died, the total mortality was not very great. Nothing could be done towards improving the water in these villages as the river is a large one and well-sinking was impracticable (see answer to question 14). A few cases of cholera occurred on most of the relief works but in each case the disease was promptly checked by careful supervision. Permanganate of potash was used in some of the wells about Bhusával during an outbreak of cholera there in April.

97—Before a work, poor-house or kitchen was opened trench latrines were prepared in a suitable spot away from any sources of water-supply and a few hundred yards from the camp. These were filled in and new ones provided at intervals. A partition was erected to divide the sexes and watchmen were placed to prevent the fouling of likely places of resort. The latrines were sufficient and were supervised by the Civil Officer and inspected by European officers who visited the work.

98—The grain shops on the works were also supervised by the Civil Officer. Where inferior grain was found exposed for sale the Bania was sometimes expelled. A large number of false weights and scales were found and criminal proceedings were instituted. On one work alone I convicted 8 persons and sentenced them to imprisonment for periods extending from one month to three months. There was a marked tendency for the traders on any particular work to combine and force up prices above the *malá* rates whenever they anticipated it would be some days before new men could be found to take their places.

99—There were practically no wild products to be found before the rains. After the rains broke a road-side weed was largely used as a vegetable. I did not notice that it had any appreciable effect on the general health.

100—What immigrants there were usually found their way to relief works. The following are the figures taken at the end of November from a relief work at Bodvad—

Inhabitants of Khándesh	..	.	9,638
„ Berar	..	..	2,012
„ Hyderabad	..	...	522
„ Holkar	.	..	46

102—Children whose parents had died before the famine were treated as the children of those relatives who habitually supported them. I did not come across any cases of children who had no one to depend on though it was often difficult to discover the truth as to what relatives they had.

105—The rates for unskilled labour rose to something approaching the normal whenever a relief work was opened in the vicinity. The Railway Company and mill-owners who paid normal rates all through had no difficulty in obtaining whatever labour was required.

106—There is practically no double cropping in East Khándesh. Cotton has had several bad years in succession in 1897 and 1899 owing to want of rain, and in 1898 owing to low prices. There is a tendency for agriculturists to grow at least as much jowári as will feed themselves and their families during the year.

108—The Code scale of rations is occasionally extremely troublesome and almost impossible to supervise. For instance, assuming that the ration for adults in a poor-house or kitchen is given in the form of two equal chapátis, which was usually adopted in Khándesh, chapátis have to be prepared corresponding to 9 oz,  $7\frac{1}{2}$  oz, and 7 oz for big children, adults and small children, respectively. Of these, the latter two at least are practically undistinguishable and are continually being mixed up. The population of big children is usually very small as most of them are either working or are sick and in receipt of hospital ration. In some places therefore I permitted only  $7\frac{1}{2}$  oz breads to be made and had two given to each adult and one to each child. Again, it is often impracticable to give the other items in kind to dole recipients in distant villages. The calculation of the grain equivalent is a most labourious process and the result usually varies with the calculator. In the four tálukas and one peta in my charge fine results were obtained varying from 45 to 52 tolás though there was practically no difference in the *nirálhs*. It nowhere provides in the Code that the dole ration may be considered the same as the minimum for adult dependants on a work, viz., 12 ohatáks, though I know no reason why it should not be. With the sanction of the Collector this rate was finally introduced.

109—Staff Corps officers were employed in supervision in East Khándesh as were also officers of the Native army and non-commissioned officers of the British Army in minor posts. An officer of the Postal Department did some of the best work in the district in the way of supervisor and a young retired officer of Italian Cavalry was less useful. There was no additional establishment above the Famine Head Kárkuns appointed to assist in the distribution of tagát or charitable relief or in the administration of village relief.

110—The assistance of Municipal Commissioners was invoked in supervising the dole within municipal limits. Certain members of the Sánda and Bhusával Municipalities also helped in the relief to weavers and in the poor-house respectively. They were all well meaning but have no force of character or resource in any emergency and did not do much good. On the other hand, the Vice-President of the Bhusával Local Board, who is a private gentleman, undertook the whole management of the fund provided for improving the village water-supply in the táluks. His work was thoroughly well done and especially valuable as it relieved the Mámlatdár's office which was already overworked of a very heavy and responsible task. The amount expended was about Rs 10,000 and included wells in every village of the táluks. Another private gentleman who has now left the district, the Vice-President of the Jalgaon Municipality, also rendered valuable assistance of a miscellaneous nature in Jalgaon. I could name one or two others who were capable and willing to do important work provided it was in their own locality, and there was scope for the extension of non official agency on the relief works where want of reliable subordinates was constantly felt.

C. S. F. CROFTON, I.C.S.,  
Assistant Collector, Sátára.





KHAN BAHADUR SHALOM BAPUJI, DEPUTY COLLECTOR, KHANDESH.

*The President* —Were you in the Khandesh district during the whole of the famine of 1900 ?

A —Yes

Q —Were you in charge of a sub-division ?

A —Yes

Q —Was there much distress near your charge ?

A —Not in the whole of the charge In the Berar side.

Q —Did you open test-works in your charge ?

A —Yes

Q —How many test-works ?

A —One

Q —Was it stone-breaking or earthwork ?

A —Silt clearing

Q —Did many people come on it ?

A —Yes

Q —Did it show the need of regular relief works ?

A —It did

Q —When did you convert your test-works into regular relief works ?

A —I think about the middle of December

Q —Did you report the necessity for the relief works to the Collector ?

A —No I proposed giving doles to the dependants and Sunday wages, and on that report the Commissioner allowed Sunday wages Afterwards as all other works were converted into relief works, this work was also converted.

Q —When it was converted into relief works, did the numbers increase ?

A —No

Q —Did you visit the relief works when they were in operation ?

A —Yes, about every fortnight

Q —Did people complain to you of receiving insufficient wages ?

A —Yes, they did

Q —Did you make enquiries ?

A —Yes

Q —What did you find out ?

A —I found that the diggers could not keep pace with the breakers and the breakers could not therefore break a sufficient quantity to earn a proper wage That was not however the case at Tarwara, where the kitchen only was in my charge

Q —What did you find there ?

A —That the supervisor in charge first took care to see that there was enough work ready for the breakers each day

Q —That is to say the diggers were a day ahead ?

A —Yes

Q —Did you find in that last place you have mentioned any complaint of short payment of wages ?

A —No

Q —Was the minimum wage enforced on both ? On the first work in which there were complaints, were people earning the minimum wage or more than the minimum wage or less than it ?

A —In the first work more were getting the minimum wage than on the other

Q —How long did that continue—that state of affairs ?

A —This did not come to my notice until May

Q —How many months passed without your noticing that ?

A —The actual metal-breaking work started in my division about March

Q —This evil had been going on for 2 or 3 months before you recognized the cause of it and during those 2 or 3 months the labourers were getting the minimum wage If they had been properly supplied with stones from the quarries they would have been enabled to earn more than the 12 *chhatahs* ?

A —Yes

Q —Did you think that the people would have earned more than the 12 *chhatahs* or would they have been merely content with the 12 *chhatahs* ?

A —Some of the classes would have been content by remaining idle and earning 12 *chhatahs*

Q —Would the majority have been content to remain idle and get 12 *chhatahs* or would the majority have tried to get more than the 12 *chhatahs* ?

A —The Mahars, who are beef-eaters, were content with 12 *chhatahs*.

Q —And those who did not eat beef ?

A —They were not contented

Q —They were anxious to labour ?

A —Yes

Q—Then may I infer from your answer that there were a substantial number of people on these works who would have earned more if the Public Works Department had properly supervised the works and seen that they had been supplied with proper materials?

A—I would respectfully draw your attention to the answer to question 30

Q—Did you notice that the Public Works subordinates were careless or inefficient upon any other works than the work that you mentioned?

A—The Public Works *karkuns* and *mukaddams* on the whole were not up to the standard, up to which they should have been

Q—You would say the same thing of the Public Works *mistris*?

A—Yes, I think I would

Q—Was it possible to get from the non-official public in the neighbourhood of the villages more honest people?

A—I think not

Q—Could the Public Works Department by any better arrangement have got any better men than they got hold of?

A—I do not think so

Q—Therefore the Public Works Department is not so much to blame?

A—No, I am not blaming them. Those are facts that I mention, that was the material we had, and we had to work with that

Q—Can you tell me how the Public Works got these men? how did they employ them?

A—Well, so far as I know, applicants from the nearest villages were employed

Q—Was there a larger opening for village relief works such as tanks and wells in your sub-division than was taken advantage of?

A—I am not in favour of small village works

Q—Might it not have been possible to employ people more largely on small relief works?

A—No, it was not possible

Q—Does the country in your *talukas* admit of wells being dug?

A—Yes

Q—Does it lend itself to the construction of tanks for irrigation purposes or bunds across the rivers, and so on?

A—I do not think so, but I cannot speak professionally

Q—How many thousand people could have been usefully employed in digging wells in your sub-division for a period say of six months? Could you have employed daily 10,000 people?

A—I think we could

Q—Did you do much in the way of making advances—*tahávi* advances in October and November 1899?

A—We could not do much as we had no money.

Q—But if you had had?

A—Yes

Q—How much money did you advance in the autumn of 1899 as *tahávi*, under the Land Improvement or Agricultural Loans Acts?

A—The total sum advanced in my division was Rs. 2,22,933

Q—Was that in 1899?

A—No

Q—How much was advanced in 1899?

A—Rs 5,000

Q—Could you have usefully advanced Rs 3,00,000 in 1899?

A—I think I could have advanced about Rs 1,50,000 to Rs 2,00,000

Q—Did you make any large advances before the rains of 1900?

A—Yes

Q—How much did you advance before the rains of 1900?

A—For wells and seed

Q—Wells and seed both?

A—Rs 2,15,000.

Q—Could you usefully have advanced more at that time?

A—I do not think so

Q—You think that sum was sufficient?

A—Quite sufficient. Some more money was given from the Charitable Relief Fund

Q—Was the full *kharif* area in 1900 sown in your sub-division?

A—Yes

Q—The full normal area?

A—Yes

Q—Now, do you attribute the sowing of the full normal area to the advances of *tahávi*? If you had not advanced Rs 2,15,000, do you think the full normal area would have been sown?

A—No

Q—In regard to gratuitous village relief, did you supervise the village relief?

A—Yes

Q—In the villages?

A—Yes

Q—Who made out the lists for you?

A—The village officers—the *patel* and the *kulkarni*.

Q—Did you find on examining these lists that they were properly and honestly made out on the whole?

A—On the whole they were. There were exceptions.

Q—As time went on did you bring more peoples' names on the lists as the pressure of famine increased?

A—Yes.

Q—We have been told that you sent some of these people to receive cooked food at the kitchens on the neighbouring relief works. What was your reason for doing that?

A—We had orders to send them.

Q—Have you formed any idea as to the reason for those orders?

A—No reason was given in the order, but so far as we could understand I think Government was in favour of giving cooked food.

Q—What average distance had people to go to get this cooked food?

A—About 5 miles.

Q—They used to go and return on the same day?

A—Some of them, others stayed in the kitchens.

Q—Was there shelter provided in the kitchens?

A—Yes.

Q—Are you yourself in favour of that system? Do you think it caused any hardship to the recipients of gratuitous relief?

A—I think it caused hardship to the weak.

Q—Do you think it resulted in any substantial saving to the Government?

A—I do not think so.

Q—Then if you had your own way you would have been in favour of distributing doles in the village and not sending people to the kitchens?

A—Yes.

Q—On the whole, do you think that in your sub-division, so far as you saw, the distribution of relief was excessive or defective, or was it sufficient?

A—I think it was excessive as regards *Mahars* and other beef eaters.

Q—Was that because the *Mahars* got on very well owing to the mortality among the cattle?

A—Yes, and the cattle were being sold at a very cheap rate.

Q—Did these *Mahars* buy cattle for the purpose of eating them?

A—*Muhamadans* and *Bhils* and *Chamars* did.

Q—Were the cattle sold for the purpose of their hides?

A—Yes. Hides, horns, bones and beef too.

Q—And these people managed to get them quite cheap?

A—Yes.

Q—Could the Government have reduced its doles to these *Mahars* because they were able to get beef cheap?

A—I think so.

Q—But apart from that, you are of opinion that the Government distribution of relief in your district was not excessive?

A—No.

Q—Do you think it was sufficient?

A—Yes, it was.

Q—Even in the case of those people who were only getting 9 *ekhataks* of grain on the relief works do you think it was sufficient?

A—It was so far sufficient inasmuch as if they wanted they could earn more.

Mr. Nicholson—I understand that one obstacle to the giving of *takavi* is the *sowcar*?

A—Yes.

Q—Can *takavi* advances be given on land already mortgaged to private individuals, Government coming in as a second mortgagee?

A—Yes.

Mr. Bourdillon—You had a great deal of trouble about immigrants?

A—Yes.

Q—Did they come in a very bad condition?

A—Yes.

Q—And died in large numbers?

A—Yes.

Q—Was the mortality attributable in a large degree to the immigrants?

A—Yes.

Q—Can you tell me how many came across the border?

A—No.

Q—Did you make any efforts to send them back?

A—They were very unwilling to go back.

Q—Were any large efforts made to send back 500 or 1,000 at a time?

A—From relief works they were sent back.

Q—Did these immigrants give much trouble?

A—Yes, in the poorhouses.

Q—They came in a bad condition and had to be taken into poorhouses?

A—Yes.



## Kha'n Baha'dur Shalom Bapuji.

*Answers by Khán Bahádúr Shalom Bapuji, District Deputy Collector, Khándesh, to the questions drawn up by the Famine Commission*

### Introductory

1 The outlook at the commencement of rainfall at the talukas of Chahisgaon, Jámner and Páchora, including Bhadgaon Peta, was as good as in ordinary years.

The kharif harvests in the two preceding years were fairly good. Very little of rábi was sown and reaped. Neither the soil nor the rainfall were suitable for rábi cultivation, and its outturn was poor.

2. The kharif sowings were, I think, up to normal. I have, however, no figures of cultivation, &c., in my possession now to give.

3, 4 The average rainfall has been about 30 inches in each of the talukas.

The actual rainfall in the rainy season of 1899 was as given below —

Month	Cháhisgaon	Bhadgaon	Páchora.	Jámner.
	In. cts	In. cts	In. cts	In. cts
June 1899 .	3 19	4 76	2 56	1 50
July 1899 .	0 30	1 13	2 31	2 27
August 1899 .	2 61	2 84	2 37	1 89
September 1899 .	0 51	1 19	1 87	1 30
Total	6 61	9 92	9 11	6 96

The percentage of the average to the actual rainfall was 27 1.

I quote below what I have mentioned in my Administration Report about the cessation of rains, the distribution of rainfall from June to September (both inclusive) compared with the average, and the outturn of crops in the talukas and Peta in my charge.

*“Cháhisgaon* — Good showers of rain in June enabled the cultivators to sow kharif crops. There was little or no rainfall in July, the plants in inferior soils did not grow to any height. Showers in the month of August were beneficial to the crops then standing in richer soils, but again in September the rainfall was very scanty, and consequently the yield of cotton and of jowári and báji grain was very little. With the heat in October all the standing crops withered. Báji and jowári stalks, then dry, were used as fodder for animals.

*“Páchora Taluka, including Bhadgaon Peta* — This taluka was more fortunate. Though the rainfall was scanty and insufficient, still it was timely and well distributed. Báji, jowári, cotton and sesame were sown, and each of the crops grew to some height. In soils where there was moisture plants germinated and produced a little of jowári, báji and cotton. The produce of fodder was also better than in Chahisgaon Taluka.

"*Jamnagar Taluka*—In this taluka there were showers of rain in the months of June, July, August and September, but were not in any way sufficient to produce any crop Bajri, jowari and cotton, which were sown, all died. In point of fodder the produce was not in any way better than in Chahisgaon Taluka

"In the Southern Division the rainfall in villages near the Satmal Hills was more, and consequently the produce of jowari, cotton, sesame (Tih) and bajri was better than in other villages, as compared with others, the villages on the banks of the Jamda Canal were also fairly well. The worst portions were the north and east of Chahisgaon Taluka, those to the north and east of Pachora, including Bhadgaon Peta and those to the west, north and east of the Jamner Taluka."

5 The percentage of the total population in this division depending exclusively on agriculture as petty cultivators is, I think, about 40 per cent. and as labourers is about 30 per cent

#### *Preliminary Action*

6 The necessity of relief was not assumed from the fact of crop failure. A test work—Jamda Canal Silt-clearance—was opened

7. In October, when I recommended the opening of a test work in the Southern Division, prices of food grains were very high. Labourers had no employment. Crimes increased, and when satisfied that a test work was necessary, it was recommended and opened.

8 The Jamda Silt-clearance Relief Work was opened. Tests prescribed in the Famine Code were applied.

9. Nil.

10 No village works were opened.

11 (a) Test works were first opened. (Jamda Silt clearance on 15th October 1899)

(b) Poor-houses were opened last of all—

1. Chahisgaon from 5th May 1900

Pachora from 7th May 1900

Jamner from 10th May 1900.

(c) 1 After the conversion of test works into regular relief works, kitchens were opened on the works

The kitchen on the relief work at—

1 Mehunbára on 16th February 1900

2 Hnapur on 10th March 1900

3. Jamda on 1st April 1900.

4 Vadali on 25th June 1900.

5 Máhepi on 13th July 1900.

11 There were no kitchens elsewhere except on relief works.

(d) Private charity was being distributed at each of the towns of Chahisgaon, Pachora, Jamner and Bhadgaon from the month of March 1900

(e) Nil.

12 (a) Distribution of dole in villages was commenced in the month of December 1899. Inspection by Circle Inspectors, Special Awál Kár-kuns and Mámlatdars was commenced soon after. The distribution was made in the presence of Panch generally at the central places.

(b) Local employment of labour was stimulated by giving Tagái and inspecting Tagái works from the month of October 1899.

(c) Attempts were made to organize private charity from April 1900, but, except the charity given by missionaries, it was found impossible to bring it under any system, the charity was indiscriminately distributed at Chálisgaon, Páchora and Jámner.

(d) The staff mentioned above was employed to observe the general condition of the people from January 1900.

13, 14 I quote below what I have written about loans of Tagái in my Administration Report —

“In a year when there are marked signs of grass, water and grain famine, nothing could be more beneficial than the grant of Tagái for excavating, cleaning and deepening wells just in the beginning of the season. Every cultivator is then anxious to sow some bagayat crop and fodder. At that time in the majority of wells, new or old, although water is not as much as in ordinary years, still it is sufficient to irrigate sweet potatoes, carrots, kadwal (a kind of jowári for fodder), and, later on, wheat. In the year under report many of the agriculturists understood the state of things. Some well-to-do sunk new shafts and erected water-lifts, and some cleared and improved their wells, and sowed the abovementioned crops. Poor cultivators, though anxious to do the same, were handicapped, as they were unable to get any advances from their money-lenders. They, therefore, asked Tagái from Government. Many excavated their wells and sowed the crop by employing their own family members even before the receipt of Tagái. Regular construction of the well was left behind. Demand for Tagái was then great, while the funds at our disposal were limited. At that time the cultivator had neither desire nor great necessity to use the money to any other purpose besides maintaining himself and his family members, and producing some food, fodder and water-supply for his family members and animals. The risk of using more money in maintaining idlers in the family was avoided by limiting the grant of Tagái for repairing or improving a well to Rs 50, and for excavating and constructing a new well to Rs 200. Care was taken to see that grants of Tagái under Act XII of 1884\* were made when rain was falling, and each man was given only the sum which it was found actually necessary for him.

“By the experience of the past year I have learnt that instead of opening large relief works in the commencement of the season, it will be more beneficial to the public at large if Tagái grants under Act XIX of 1883 be made as extensively as possible under the direct supervision of the sub-divisional officers. One or two maistris in each taluka will be enough to see that the money advances has been spent on wells. Grants of Tagái for wells on a liberal scale in October, November and December would certainly produce more food, water and fodder-supply, and many in want of employment will obtain some labour. This will also improve the soil permanently on a large scale, because the circumstances then existing force every one to seek water and take its advantage to supply his wants and to alleviate his sufferings due to want of food, fodder and water. In ordinary years the culti-

\* For seed and cattle



vator is not in need of anything, and does not care for irrigation crop. Sâkh is always ready to assist him, because he is certain to recover within the year his high rate of interest and to purchase his crop at cheap rates (Jalap). Liberal grant of Tagai just after the famine has declared itself will force the money lender to advance his money to his tenants, as he knows full well that the lands mortgaged to him should not have encumbrance of Government debt. Much of the capital of village sâkhâs is sure to be invested in improving the water supply for keeping the land out of the burden of Tagai loan. In the alienated village of Neri in Jamner Taluka, a cultivator, who, by working himself and his brothers had sunk his well up to water, could not get even Rs. 25 from his money-lender to construct the well, while in June 1900, when Tagai for seed and cattle was being more freely granted, there were cultivators who refused to accept Tagai, because they received the advances from sâkhâs with instructions not to receive loans from Government."

The average depth below the surface of water was from 5 to 7 feet on the cessation of rains in 1899.

15. All the works were conducted under the supervision of the Public Works Department.

16. Nil.

17. Payment was, I think, in strict proportion to results.

As far as I remember Sunday wages and allowances to dependants were not paid as long as they were test works.

18. The work was converted into a large relief work, along with others in the district, as it was overcrowded.

### *Large Public Works.*

19 to 23. Nil.

24. This depends upon the intensity of famine and the capacity of the people to withstand it. I think two charges of 5,000 persons each may be expected to serve a population of 80 to 90 thousand.

Generally, applicants for relief from this division went 20 to 30 miles from their homes.

25. Officers of the Public Works Department were not subordinate to the Civil authorities in all matters.

26. There was a Civil officer for each charge. He was from the clerical class. He received salary of Rs. 50 per month. He was subordinate to the officer in charge of the Public Works Department. I do not think that his qualifications and status permitted him to do the work referred to in the question.

27 to 29. Nil.

30. I do not think that any distinction should be drawn between the wages of men and women. When penal wages were introduced on Talvada work, what I noticed was—

"I found the result of the penal wage, viz., 9 chintaks, most satisfactory as could be judged from the following figures—

Week	Workers fined down to penal wage	METAL BREAKERS		Quan tity
		II	III	
21st April 1900 to 27th April 1900	30,980	22,676	1,377	16,135
28th April 1900 to 4th May 1900	28,903	19,049	1,026	19,837
5th May 1900 to 11th May 1900	8,202	20,445	953	22,321
12th May 1900 to 16th May 1900	2,870	16,380	953	25,435

This result seems to have been arrived at, firstly, by seeing that the chips required by metal breakers were kept ready by diggers (class I) in such quantities as would be sufficient for breakers to break them during the day, and, secondly, by watching the work done by individuals and paying them their wages strictly in accordance with the task done, and thereby encouraging them to do more work. I consider the above result due to Mr Anderson's keen observation and sympathetic supervision. There were few or no complaints that the wages paid were insufficient, while on other works visited by me I heard loud complaints on this point. I have noticed that the more the labourers were at the mercy of the Mukadams and of the Karkuns in charge of the gang, the louder was the complaint, and from what I have observed on this work I feel certain that if more careful supervision could be exercised in measuring tasks and in paying the labourers accordingly by the superior staff of the Public Works Department, there will be less reason for the complaint made by the labourers."

If women actually do the same quantity of work or even more, we must pay them the wages which we pay to men. My knowledge is that in Deccan and Konkan in the rural population men are more indolent.

31. Nil.

32. My experience leads me to think that a system of payment by results is unsuited to conditions of acute distress or actual famine.

I do not think that relief, if started in time, can be adequately afforded in cases of severe famine by works conducted throughout on a system of payment by results. To support this I solicit reference to my remarks on the point in a report quoted in answer to Question No 34.

There are men of some castes, such as Mahárs, Mangs, &c, who will be able to get sufficient wages by following the system of payment by results, but labourers from higher castes would not be able to gain sufficient wages, particularly in the commencement.

33. Nil.

34. I quote my remarks in a report on the point:—

"The food-supply of the labourers is greatly supplemented by beef, the selling rate of which has gone down from 16 to 64 lbs per rupee, and the supply of which has become more than its demand, the result being that the beef-eaters could not only manage to live on lowest wages, but could save something too, and thus we observe them wearing new dhotirs and other clothes. They were the

first to join the work, and they were the first to take the advantage of the cheap food, *viz*, beef available. They, therefore, look healthy and strong. Mahars and Mings, &c, being used to hard out-door work, &c, can satisfy all the conditions of task work, and could get full wages intended for vegetarians. How far my observations can be verified, I am unable to say. But I may respectfully state that I could not ascertain the facts abovementioned by any public or open enquiry, but I had to make personal observations and ascertain them by Police detectives from the armed Police (Bhils) with me.

"I append herewith a copy of the memorandum of purchases made by a Mahâr for himself and his family and the wages he received."

The scale of wages adopted was liberal to those who were beef-eaters. It was sufficient in the case of others.

35. Rest-day wage was paid.

I would not prefer giving rest-day wages to beef-eaters when beef was available to the extent as in the last year.

36. Enforcement of penal wage is, in my opinion, advisable, provided that it is done with proper caution and discretion (*Vide* answer to Question 30). Leaving the classification and enforcement of wages to officers and subordinates not in sympathy with the people is, in my opinion, wrong. For instance I have noticed that diggers did not keep chips ready for workers under class II, and therefore metal-breakers could not break sufficient metal. In actual measurement the sufferers were metal-breakers, and not the diggers, at the end of the week.

37. I have not got figures to give, though from memory I could say that penal wages worked well at Talvada.

38. Payment was made once a week. More frequent payment was not thought desirable. But I would suggest that the newcomers should be allowed to purchase grain, if possible, from the kitchen at cost price of grain for one week. They should not, however, be allowed to purchase grain on credit over and above the wages they may have actually earned.

39. To the newcomers daily payment should be made for one week. By making them borrow from Baniyas, they receive insufficient quantity and generally bad grain. If possible, the newcomers may be allowed to purchase grain at cost price from the stores of the kitchen each day equal to the value of the wages they have earned (*Vide* answer to the preceding question).

40. Payment to the individual is best, though it is more troublesome.

41, 42. *Nil*.

43. Non-working children were fed at the kitchen, nominally worked were classed separate and were paid as class V.

44. *Nil*.

45 The Mámlatdár supplied the prices of the staple food-grains, and whatever was cheaper was adopted. As far as possible attempts were made to see that prices given by the Mámlatdár were correct.

46 to 50 *Nil.*

51 No arrangements were made to draft people from large public to small village works

*Small Village Works*

52 to 58. *Nil*

59 I would suggest that trial shaft scheme should be introduced when the famine is declared, and it is known for certain that there will be grass, food and water famine. Persons wishing to have wells in their fields cannot have better opportunity to sink their wells deep at cheap rates of labour and interest than the one under this scheme. The scheme should be worked in the months of October, November and December, so that they can have bágyat crops before the hot season. Besides, they will be sure of having a perennial supply of water in future years

I give below the table of measurements, enforced in the Southern Division, for payment of wages by task —

TABLE OF TASK TO BE EXCAVATED

SIX FEET DIAMETER.

*Digging earth*

		Rs.	a	p
1st five (háts) cubits 7 feet 6 inches		0	12	0
2nd	do.	..	1	0 0
3rd	do		1	4 0
4th	do	.	1	8 0
5th	do	..	1	12 0
6th	do	..	2	0 0

*Digging soft murum.*

1st five (háts) cubits 7 feet 6 inches	...	..	0	14	0
2nd	do		1	4	0
3rd	do	..	1	10	0
4th	do	.	2	0	0
5th	do		2	6	0
6th	do	.	2	10	0

*Digging hard murum*

1st five (háts) cubits 7 feet 6 inches	.		1	0	0
2nd	do		1	8	0
3rd	do	.	..	2	0 0
4th	do	.	2	8	0
5th	do.		3	0	0
6th	do.		3	8	0

*Blasting rock.*

Should only be done after reaching the depth of about 30 to 35 feet by excavating earth or murum, and then rock should be removed by blasting at Rs. 5 per foot

Rock-blasting should only be done when there would appear great hope of reaching water.

### *Special Relief*

60 There are Bhils residing in several villages in this division. Special tests were applied to them. They were rather slow to go on relief works, but ultimately they had to go. No special measures were taken for them except admitting their wives and children of some of them in poor-houses at Cháhsgaon, Páchora and Jámner.

61 No forest and fodder works opened.

62 *Nil*.

63 No special measures were taken to relieve artisans in their own crafts.

64. *Nil*

65 Purchase of saris from weavers and purchase of kambhis from Dhangars, required for distribution, was made from weavers and Dhangars in this division, and this measure was found sufficient to give them relief. As a matter of fact, there was no large habitation of artisans residing in any particular village in the Southern Division.

66, 67 Compressed grass was asked, but it was received in the months of May, June and July 1900. Even then its demand was great, and it saved many heads of cattle from death.

### *Gratuitous Relief.*

68 (a) On large works dependants were fed in the kitchen. Nursing mothers were paid one pice (3 pies) for each child in arms.

(b) *Nil*

69 Distribution of dole, as prescribed in Section 57 of the Famine Relief Code, and opening of poor houses for wandering beggars coming from His Highness the Nizám's Territory and for Banjari and Bhil women and children, were adopted.

70 As a rule, the recipients of gratuitous relief were selected with local knowledge. No such test was applied for admitting them to relief. Immigrants in emaciated condition were given cooked food by village officers and sent to poor-houses at Taluka Stations.

71 There were three poor-houses at Cháhsgaon, Páchora and Jámner. They were opened on 5th, 7th and 10th June 1900, respectively. Immigrants of all classes from Moglai, and Bhil and Banjari women and children from British Territory, most frequented the above three poor-houses. The largest number in each of the poor-houses was—

Cháhsgaon	408
Páchora	543
Jámner	370

72 Poor-houses were used as depôts for vagrants and immigrants. Persons who refused to work on relief works were not sent to poor-houses as a punishment.

73 Persons who improved in health were almost daily sent to relief works. But few joined

them, and many again returned to poor-houses in emaciated condition, as they were indolent and addicted to some vice

74 Kitchens were attached to the large relief works. Five kitchens were opened in this division—

- 1 Mehmchnr
- 2 Hirapur.
- 3 Junda
- 4 Vrdali
- 5 Máhej

Dependants on persons on relief works and dole fed persons within a radius of 5 miles were fed with cooked food in the kitchens

75 Meals were distributed twice a day at fixed time. Jowán-bread, dál and compressed and fresh vegetables were provided. People were compelled to eat within the premises. The mothers of edentulous children were allowed to take on the work bread and dál for their children

76 No other kitchens were opened except those on large relief works

77. *Vide* answer to Question 70

74 A. The poor-house ration was as prescribed in Section 105 of the Famine Relief Code. The Medical Officer in charge of the poor-house had discretion to alter the diet according to the condition and health of each inmate.

75 A. The lists were drawn up by the village officers. They were checked by the Circle Inspectors, Special Awal Kárkuns, Mámlatdárs and Pránt officer. The Circle Inspectors and Special Head Kárkuns had to see them once a week.

76 A. The payment was made in grain weekly at dole centres. The inferior village servants were paid monthly in the Taluka Sub-Treasuries at the rate of Rs 2-8-0 each per month.

77 A. No such case, not coming under the Famine Relief Code, was relieved

78 Kunbi cooks were employed. No reluctance was shown by any classes to receive cooked food.

79 Civil officers mentioned in Answer No. 26 were in charge of the kitchens. They were visited and examined by the Mámlatdárs, Pránt District Medical Officer

80 Cheap grain-shops were opened at the commencement at Páchoia, Jámnar and Cháhsagaon by the traders, but as they could not be regulated on any principle, they were closed

This form of relief was not successful. I have not got any figures as to the costs.

81 As the working in any cheap grain-shops did not go on any large scale, nor for any continued period, it did not discourage the importation of grain and the general prices.

*Suspensions and Remissions of Land Revenue.*

82. (a) The revenue for collection of the three talukas was Rs. 8,21,158

(b) Actual collections during the year, Rs. 6,88,128.

(c) Amount suspended, Rs. 1,33,030.

Remissions have not yet been sanctioned. What amount is to be remitted will be recommended after due enquiry.

83. Suspensions were not based on failure of crops solely, they were based on the solvency or insolvency of land-holders and of those who have interest in the land or holding.

The general capacity was determined by the Village Officers, Aval Karkuns and Mamlatdars.

84. Suspensions were determined after the collections were over.

85. *Nil*

86. I have not observed any such case.

*General*

87. In the Southern Division the number of relief recipients never exceeded 15 per cent of the population.

88. The distribution of dole to Mahars was, in my opinion, objectionable. I quote below a copy of my remarks on the subject —

“The misfortune of agriculturists in the death of animals for want of fodder has commenced to be the fortune of Mahars, and the members of their families have now been getting sufficient living out of the carcasses, skins, flesh, bones and horns, &c.

“The condition of cattle is fast deteriorating, and their mortality in almost every village has increased. I therefore solicit sanction to stop distribution of dole to Mahars in villages where they got sufficient income from carcasses of dead animals.

“During the current year though, no doubt, they had no produce in their Inam lands nor did they receive perquisites in the shape of grain or fodder, still they have now been receiving quite sufficient, if not more, from carcasses of dead animals, which they remove and dispose of to their best advantage. I need not mention that animals belonging to any one, dying in a village, are Mahars' Watun property, and they remove and dispose of the carcasses as a matter of right recognized by Government.”

Besides this, I did not notice any excessive nor defective relief in any other respect.

89. The people in receipt of relief were generally Mahars, Mangs, Bhils, Chámbhais, Musalmans, Kunbis, Vanjais, &c.

The percentage of the labourers on Jámáda Silt-clearance Relief Work was—

Mahars	...	45 per cent.
Bhils		
Mangs		
Chámbhais		
Musalmans		
Kunbis		

} 61 ”  
} 28 ”

90 The people have learnt by sad experience that to work and get a living was more preferable than to remain at home and starve.

91 I have seen some cases in which the people went on State relief before private resources were exhausted

Those who have received Tagái were not able to receive anything from their sávkás on credit. By going on relief works the cultivators did not lose their credit

92 During the past famine tests of the Famine Code were found sufficient, except for Mahárs.

93 I am unable to suggest any further tests except that every effort should be made to keep the cattle in good condition. If more money be spent in the commencement in keeping the village cattle intact, fewer agriculturists will seek relief. Grass, oil-cakes and cotton-seeds should be obtained and supplied in time, at cheap rates, to agriculturists. The principle that surplus cattle should be allowed to die before Government grass, &c, is supplied, is, in my opinion, wrong

94. Birth and death registers are kept by Village Officers and tested by Circle Inspectors

95 The mortality was higher in almost every place due to cholera and diarrhoea

96 I quote my remarks in the Administration Report on the point —

“During the year under report the want—provision of good water-supply—was greatly felt, although every effort was made to improve the water-supply wherever it showed signs of failing. Provincial and Local Fund grants were made. Wells already existing were deepened, and holes dug in beds of rivers and nálas in villages where there appeared scarcity of water for drinking purposes

“Even though there was great scarcity of water, and although the wants were supplied quite in time, still pollution and waste of water used for drinking purposes were going on as in ordinary years”

Potassium permanganate of potash was not used to disinfect wells and other sources of water-supply

97 Latines were provided, Hospital Assistants appointed, bazárs formed, and water-drawers engaged. Water-supply was sufficient and clean. Sweepers and bhángis were employed

I think the arrangements were sufficient

Special Civil Officers, District Medical Officer, Mámlatdárs and Pránt supervised them

98 There was inspection of the Special Civil Officer on the grain-shops, and when he found unwholesome grain, he stopped its sale.

99. Nil

100 There was much immigration from His Highness the Nizám's Territory

In the poor-houses the proportion of such immigrants to the total number relieved was over 50 per cent. For others I have not got any statistics.



101 I have not got the statistics.

102 *Nil.*

103 I have nothing to suggest. When bullocks could not be supplied to each individual requiring them on account of want of funds, there should be some provision in the rules that bullocks could be kept at the disposal of the Panch for the general use of all the villagers, and the pairs could be transferred from one individual to the other requiring them, and the bullocks could be transferred for work from one village to the other according to requirements.

104 No. I did not hear any such complaints.

The local price of food was not raised by any defects in railway carriage.

104 (a) Information about the traffic in food-grains by rail was obtained from stations.

The information was reliable. I have not got the statistics.

105 After rainfall I did hear such complaints at Mehunbāra and Māhej.

106. I have not seen any appreciable change.

More attention is being paid by well-owners on bāgāyat crops.

107. Agricultural labourers are paid in kind.

I have not noticed any rise in wages owing to rise in prices.

108. There were no departures from the provisions of the Famine Relief Code.

109. Staff Corps officers were employed to supervise relief works. I see no other reliable source from which supervising agency can be drawn.

110. *Non-official Agency*—Local Board members were told to see the water-supply and well-works. The services of certain non-official members were utilized in spending amounts of subscriptions of the Charitable Relief Fund collected locally. The missionary gentlemen of Chālisgaon and Pāchora were also relieving distressed cases from their charity. I do not think that except missionaries others are sufficiently advanced to take the supervision work. In rural villages I see little scope for their extension. If the members of the Sāvajanik and Deewan Sabhas or other public bodies or benefactors were to open shops of selling, at cost price, breads, &c, cooked by Brahmin cooks on each relief work, it will certainly be a boon to the labourers. This will reduce the sale of deleterious food in the markets on the works and the labourers will save their time and money and will get good food in time.

111, 112. Within the short time at my disposal and without any statistics with me, I think I cannot say anything more on these two most important questions than what I mentioned in the Administration Report, paragraph 7, which I quote below,—

"The prices commenced to rise in August and they reached to 16 lbs per rupee in November 1899. There was some labour in the fields in October and cotton-picking in November, but as the product was very scanty, all the field labour and cotton-picking was done by the owners of the crops. There was then no labour available to Mahárs, Mángs, Bhils, Chambhars and Kunbis, who had no land of their own. Just at this time scarcity of fodder commenced to be felt. Grass which was then available in Satmal Hills and the bringing of anjan leaves gave employment to several of the lower classes of people. Some of the Ginning Factories at Páchora and one at Bhadgaon worked for some time, and they gave employment to some Kunbis, &c. This state of things continued till about the end of December. As famine works were being opened and organized in the district, men from Moglai and Berárs were going through Jámner, Pachora and Chálisgaon Tálukas. The commencement of the distribution of dole was made in December, but it was ordered to be given after proper inquiry. Just about this time the condition of cattle grew very bad, and many of the cultivators sold them at low prices. The supply of water was also lessened in January. Every one who depended on his labour had no employment in his village, the prices all the time rising very high. Those who were honest and in need joined relief works. Mahárs and others belonging to low castes were the first to join, and being always used to manual labour—such as metal breaking, digging, &c—succeeded in getting better wages. Circumstances helped them. Cattle commenced to die in numbers, and then meat gave cheap food to beef-eaters. To increase the supply of meat of dead animals, the Mahomedans and some Bhils took up the occupation of purchasing and stealing starving animals and of slaughtering and selling their meat at lowest prices (64 lbs per rupee). The supply of meat was equal to its demand, but it was at the sacrifice of hundreds of animals daily. My efforts to obtain grass were unsuccessful till about the end of May 1900. About the end of January religious superstition commenced to give way. People were prone to invent means and ways of getting something (1) if possible by remaining at home, and (2) by going on some relief works, but doing no hard manual labour. The first was impossible, as the poor were unable to get anything in their villages, but the second was not difficult. Large relief works were opened, and people joined them whenever they felt necessary to do so. Their children and dependants were fed in the kitchens attached to the work, and they, without doing much work, got the minimum wages. It was a matter of wonder how these people lived on so low wages when the prices, at which jowári was being sold, were so high. Side by side with the relief works there were shops of beef-butchers, the supply of Burmah rice was enough, and every one on the relief work had his "Puláv" made of rice cooked with meat. In villages where there were no beef butchers the village Mahárs supplied beef. The more superstitious had sweet potatoes and carrots produced in bágíyat lands. The condition of animals became worse and worse, and in April and May the consumption of their meat became deleterious to human health. Water-supply was scanty and more or less polluted. Cholera broke out in every táluka in my charge. Labourers were joining relief works, poor destitutes were being given dole, but the worst difficulty I had to cope with was the influx into the tálukas in my charge of the Moglai beggars and wanderers in most reduced condition and almost always naked. For such men three poor-houses were opened at Chálisgaon, Pachora and Jámner. They were carefully administered. No healthy person was allowed to remain in the poor-houses. As private charity was attracting several healthy people from neighbouring villages and from Moglai to Páchora and Jámner, and reduced them, because they were not getting sufficient, I had to stop private charity at Pachora and to ask the Baniyas of Jámner to confine their private charities to the inhabitants of Jámner itself. Threats and compulsion were necessary in some cases to keep refractory inmates of poor-houses. They wanted opium, ganja, tobacco

and liquor, &c., and they used to get away. Some women in good health were seen starving their children with the object of getting admission into poor-houses. Majority of the inmates into the three poor-houses were from His Highness the Nizám's Territory, and were generally mere idlers. They got themselves reduced in condition by depending too much on private charity and by not joining relief works in time.

"The condition of the people was bad, but I can safely say that every one who wanted to work had relief works to join, those unable to work and likely to starve were admitted on the dole register and in the poor-houses. Solvent cultivators were given Tagá. Neither money nor pains were spared to save human life. The only effort to save cattle, the main agricultural property, was to obtain grass by rail. It was received in the months of May, June and July 1900. Even then the demand of grass was great, and it saved many heads of cattle from death."

SHALOM BAPUJI,  
District Deputy Collector, S. D.

Cam, 11th January 1901,

## MEMORANDUM OF PURCHASES MADE BY MAHAR FAMILIES

Jowári 16½ lbs per rupee

For week ending 31st January 1900.

I —(Family) Sadu Raghu Mahár of Bahal—

		Rs.	a	p	
Adults	{ 1 man	.	0	10	0
	{ 1 nephew	..	0	10	0
	{ 1 woman	...	0	8	6
	{ 3 working children at Re 0-4-3	.	0	12	9
Total		..	2	9	3
					Family fined for shortness of work
					Earnings of week ending 31st January 1900

Purchases made by the family during the week—

		Rs.	a	p.
2 Chouthas, or 8 seers of jowári at Re 0-10-6 per choutha	..	1	5	0
2 seers of rice	..	0	7	0
12 seers of beef	.	0	6	0
1 seer of chillies	..	0	1	3
½ seer spices	...	0	0	8
Oil	...	0	1	0
7 seers of carrots	...	0	3	6
1 seer vegetable	...	0	0	6
31½ seers		2	8	11

10½ seers by measures and 21 seers by weights

$$\frac{10\frac{1}{2} + 13\frac{5}{8} \text{ lbs}}{40} + 42 \text{ lbs.} = 76 \text{ lbs. nearly.}$$

Requirements of the family for one week with minimum rations—

3 adults at 12 chhattaks each	..	36 chhattaks
3 working children at 7 chhattaks each	..	21 "
		57 chhattaks

$$\text{For one week } \frac{57+7}{8} = \frac{399}{8} = 50 \text{ lbs. nearly}$$

The family has thus got more than what is required

II —(Family) Bhimsing Mahar of Gudhe, earning full wages, no fine at all—

			Rs	a	p
Adults	.	{ 1 man	.	0	15 0
		{ 1 woman	..	.	0 12 0
		{ 1 working child	..	.	0 8 3
				<hr/>	
				2	3 3 per week.

Purchase made by the family during the week—

		Rs.	a	p.
10 seers of jowári at 11 annas per choutha		1	11	6
1 seer chillies	...	0	0	9
1 seer salt	...	0	4	0
½ seer rice	...	0	1	9
2 seers beef	...	0	1	0
½ seer oil	...	0	0	9
1 seer vegetable	...	0	0	6
		2	4	3

$$11\frac{1}{2} \text{ seers by measures, } 4\frac{1}{2} \text{ by weight} = 39 + 8\frac{1}{2} \text{ lbs} = 47\frac{1}{2} \text{ lbs.}$$

Requirements of the week for the family with minimum rations—

2 adults per day	..	...	24 chhattaks
1 working child	.	.	7 "
			<hr/> 31
			<hr/>

For 7 days  $\frac{217}{8} = 27$  lbs.

Family has got more than what is actually required

III—Bhil family earning full wages—

			Rs	a	p.
1 man	..	.	0	15	0
2 women (12 annas each)	..	..	1	8	0
1 daughter (3rd class)	..	..	0	8	3
1 non-working child	..	..	0	0	6
			<hr/> 2	<hr/> 15	<hr/> 9
					<hr/>

Purchases made by the family—

			Rs	a.	p
7½ seers jowārī	..	..	1	5	9
½ seer rice	...		0	1	9
½ seer salt	.		0	0	6
½ seer chillies	.	.	...	0	0
4 seers beef	..	...	0	2	0
½ seer fish	.	...	0	1	0
½ seer brinjāl	..	...	0	0	6
1 seer carrots	..	..	0	0	6
			<hr/> 1	<hr/> 12	<hr/> 6
					<hr/>

8 seers by measures and + 6½ by weight = 27 lbs + 13 = 40 lbs

Requirements for family without taking the case of non-working children into consideration—

3 adults	.		36 chhattaks.
1 working child	.	..	7
			<hr/> 43
			<hr/>

For one week  $\frac{43 \times 7}{8} = \frac{301}{8} = 37\frac{5}{8}$  lbs

There is a saving in the case of their family

IV—Bhil family, with fine for shortness of work—

			Rs	a	p
Adults	{ 1 man	.	0	12	6
	{ 1 woman	..	0	8	6
Working chil-	{ 1 girl		0	6	0
dren	{ 1 boy	.	0	7	0
			<hr/> 2	<hr/> 2	<hr/> 0
					<hr/>

Purchases made by the family—

			Rs	a	p
9 seers jowārī	..	..	1	11	0
1 seer dāl	..	...	0	4	0
½ seer eatables for children		...	0	1	6
½ seer rice	.	.	0	1	3
½ seer mutton	..	.	0	1	6
½ seer vegetable			0	0	6
Tobacco	..	..	0	0	6
Match-box	.	..	0	0	3
½ seer carrots	...	...	0	3	3
			<hr/> 2	<hr/> 7	<hr/> 9
					<hr/>

10½ by measures + 1½ = 36½ + 2½ = 39 lbs.

Requirements for the week—

2 adults	24 chhattaks
2 working children	14 „
	<hr/> 38 chhattaks per day

$$\frac{53 \times 7}{8} = \frac{266}{8} = 33\frac{1}{4} \text{ lbs.}$$

V—Vanjari family, with fine for shortness of work—

	Bhew Rama	Rs a p.
Adults	{ 1 man	0 10 0
	{ 1 woman	0 8 0
	{ 1 son	0 10 0
	3 non-working children	0 10 0
		<hr/> 2 6 6

Purchases during the week—

		Rs a p.
By measure	{ 8 seers jowari	1 8 0
	{ 2 seers rice	0 6 6
	{ ½ seer salt	0 0 8
	{ 1 seer dal	0 4 0
	{ ½ seer chillies	0 1 0
	{ ½ seer onion	0 0 6
	{ 1 seer gajar	0 0 6
	{ ½ seer eatables	0 1 0
	{ ½ seer mutton	0 1 6
	{ ¼ seer fish	0 1 0
		<hr/> 2 8 8

11½ seers by measure + 3 seers.

$$38 \text{ lbs} + 6 \text{ lbs} = 44 \text{ lbs}$$

Requirements of the week—

3 adults	36 chhattaks per day
3 non-working children	31½ lbs per week

VI—Vanjari family—full wages. Family of Benu Govinda Vanjari—

		Rs a p.
Adults	{ 1 man	0 15 0
	{ 1 woman	0 12 0
	{ 1 girl	0 12 0
	2 working children	0 13 9
		<hr/> 3 4 9

Purchases made by the family—

		Rs a p.
By measure	{ 14 seers jowari	2 10 0
	{ 4 seers rice	0 13 0
	{ ½ seer salt	0 1 0
	{ 1 seer dal	0 4 0
	{ ½ seer chillies	0 1 0
By weight	{ 1 seer mutton	0 3 0
	{ 1 seer currot	0 0 6
	{ ½ seer eatables	0 1 0
	{ ¼ seer spices	0 1 0
		<hr/> 4 2 6

19½ seers by measure, by weight 3½ seers

$$65\frac{1}{2} \text{ lbs} + 6\frac{1}{2} \text{ lbs} = 72\frac{1}{2} \text{ lbs}$$

Actual requirements per week—

3 adults	..	..	36 chhattaks
2 non-working children	.	.	14 „
			—
			50 „ per day.
			—

$$\frac{50 \times 7}{8} = 13\frac{3}{4} \text{ lbs per week}$$

(Signed) SITARAMAYA,  
Overseer, Public Works Department

(True copy)  
SHALOM BAPUJI,  
District Deputy Collector, S. D.

*The President*—Will you explain to the Commission very briefly what the Public Works organization of the Province is in ordinary times?

A—There is a Chief Engineer who is Secretary to Government

Q—Under him?

A—There are five Superintending Engineers.

Q—What are the circles called?

A—Northern, Central, Southern and Right and Left Bank of Indus in Sindh

Q—Are any of these Superintending Engineers Irrigation Superintending Engineers?

A—The two in Sindh are practically Irrigation Engineers

Q—The others are purely Roads and Buildings?

A—They have irrigation also, and Military Works in some cases

Q—What is your Division?

A—Mine is the Central

Q—Do any of the other Superintending Engineers combine Military Works with their civil functions?

A—The Northern and Southern do in a small way

Q—Do these circles correspond with the administrative divisions of Commissioners?

A—Not quite

Q—They overlap?

A—Yes

Q—Under the Superintending Engineer we come to the Executive Engineer. Do you have an Executive Engineer for every district?

A—In the ordinary administration of the province there is an Executive Engineer for each district

Q—Is the Executive Engineer a member of the Imperial or Provincial establishment?

A—In the Presidency they are practically all Imperial

Q—For each of your districts for public works have you a division of works into Provincial and Local?

A—Yes, we do local funds work

Q—Have you a Local Funds and District Board in each district?

A—Yes

Q—You have large roads such as the road along the Railway from Bombay to Bhusawal. Would that be maintained from Provincial Funds?

A—Yes

Q—There are several?

A—Yes

Q—I suppose you have local cesses for the repairs of local roads?

A—Yes

Q—And these are formed into a Local Fund?

A—Yes

Q—And that Local Fund is administered by local Boards?

A—Yes

Q—Do these local Boards have an Engineering organization different from yours?

A—No, they have sub-overseers only

Q—Take a district which is composed of four *talukas* in that district you have an Executive Engineer. Will you have a Public Works subordinate under him in each *taluka*?

A—Not necessarily for each *taluka* we have sub-divisions of our own

Q—These sub-divisions are not coterminous with administrative divisions?

A—No

Q—Is there any principle on which your sub-divisions have been formed?

A—I cannot say, we make them just as we have work

Q—They are not territorial units?

A—They are merely units framed with regard to the amount of work

Q—Are they permanent sub-divisions?

A—No, they are altered from time to time as necessary

Q—You have under the Executive Engineer a Public Works subordinate stationed in the *taluka* and working in communication with the local Board of that *taluka*?

A—No, we have not enough men for that

Q—Under the upper subordinates I suppose there are sub-overseers and under them would come sub-overseers and *mistris*?

A—Yes, work *karkuns*.

Q—How many upper subordinates would you have in Sholapur or Poona in ordinary times, five?

A—Possibly double that number

Q—Are mustering *karkuns* on the regular establishment?

A—They are only on the temporary establishment. The sub-overseer is the lowest permanent man, all others are on the temporary scale varying with the amount of works on hand

Q—May I assume that your organization, although sufficient for ordinary work, is altogether insufficient to deal with such a difficulty as famine?

A—Yes, quite.



Q—Do you, as Superintending Engineer, work in communication with the Commissioner of the Division? Take such an example as this you have to build a large bridge for the local board, funds are provided in the local fund budget for the work, and perhaps a contribution is made from provincial revenues. Have you a system of administrative sanction for work like that, that is to say, is a rough estimate framed and laid before the Commissioner with a view to administrative sanction on the broad aspects of the case?

A—Yes, that is done

Q—Then the plans and estimates are gone into and funds are provided?

A—Yes

Q—In dealing with the first stage, namely, administrative sanction, do you work through the Commissioner, or do you work in absolute subordination with the Chief Engineer of the province?

A—With the Commissioner as regards the desirability of the works, and we refer to the Chief Engineer only as regards professional points

Q—Is the Executive Engineer of the district considered to be subordinate to the Collector of the district in ordinary times?

A—No, I should not think so. Of course, the Collector is the Chief Executive Officer in the district

Q—Is the Collector of the district in ordinary times authorized to say to the Executive Engineer—"I want an estimate for this road, or I want that bridge examined and a report sent" in such cases is the Executive Engineer completely at the disposal of the Collector?

A—I should say so

Q—Now, we come to famine relief in your Division. When did you first get notice that you would be called upon to undertake relief operations?

A—In November 1899

Q—Then, I suppose, famine was in the air?

A—Test-works were going on.

Q—Were test-works under the Collector or the Executive Engineer?

A—They were carried on by the Executive Engineer.

Q—In November, was it apparent from the numbers on test-works that a demand for labour existed?

A—Yes

Q—On what principle were these converted into regular famine relief works, and by whose orders?

A—That was done upon the Collector's advice

Q—The Engineering officers did not turn the test-works into regular relief works without getting instructions from the Revenue authorities?

A—No

Q—Can you tell me whether before converting the test-works into regular relief works the Collector had referred to superior authority, or could he do it of his own motion?

A—My impression is, the matter had been up to Government through the Commissioner

Q—When you opened test-works, did you rely upon the ordinary Public Works organization of your district, or did you take any measures to strengthen your staff?

A—We had been trying to get men by advertisement, but could not get them from other Provinces

Q—When the test-work was converted into regular relief work, you anticipated, I presume, an increase in numbers. Had you laid out for yourself any standard of establishment to be employed with reference to a particular number of men?

A—No, I only followed previous experience

Q—Do you not think that in the end it would repay you many times over to have your establishment ready in that way?

A—Yes

Q—Were the tasks on relief works laid out daily or weekly?

A—Weekly

Q—And were payments made weekly?

A—Yes

Q—Measurements were made weekly?

A—Yes

Q—Were daily muster-rolls taken?

A—Yes

Q—Then you had on your relief works weekly measurements and also weekly payments, say, there was a particular gang which had to do 70 cubic feet of work daily in order to get the full wage, it had to do 490 cubic feet in the week. At the end of the week the work was measured up and the gang paid in accordance with the work done. If 490 cubic feet had been done full payment was made, if only half, then half payment, therefore it was an automatic business. Having that system, you could never say that the short work was due to anybody in particular. Does that not seem to point to the necessity for daily payments?

A—I cannot conceive the feasibility of making daily payments, we had great difficulty as it was on account of establishment

Q—With a stronger establishment would daily payments be practicable?

A—I have not tried it.

Q—Don't you think it would be worth trying ?

A—Yes

Q—It has been said that test-works were maintained as test-works long after they had served their purpose as tests Is that true in your experience ?

A—Yes, they were

Q—And the conversion of these test-works into regular relief works rested, you say, with the Civil Authorities, and not with the Public Works Department ?

A—Yes, the Civil Authorities

Q—When you converted your test-works into regular relief works, you were not always ready with a sufficiency of establishment or with a sufficiency of tools and plant ?

A—Yes, that was the case.

Q—The rush, in fact, was greater than you expected ?

A—Yes

Q—And the result was a temporary disorganization ?

A—Yes

Q—It has been said also that a certain number of people came to the works and were a long time before being taken on to the muster-rolls Was that so ?

A—No doubt there were instances of that sort, but to no great extent

Q—As far as you saw, would you say that the physical condition of the people on the works was good ?

A—Yes

Q—Was that the case notwithstanding the fact that they were getting wages very much below the full code allowance ?

A—It is difficult to say how long they drew the penal wage

Q—Well, the most the digger could get was 19 *chhataks* and the carrier 15 *chhataks*, and that was considered to be the quantity required to keep them in good health We find, as a matter of fact, that a very great number of your people were content with 12 *chhataks*, and that for months continuously they were content with 9 *chhataks*, and yet you say they kept in good health Is not the inference irresistible that the 19 and 15 *chhataks* scale is too much ?

A—While the people were getting the 12 *chhataks* and 9 *chhataks* they did very little work

Q—The effect of your evidence, then, is that your department was unprepared for such a great rush of people—unprepared with establishment and tools and plant—consequently there was a certain amount of disorganization at the commencement, until you managed to get them together You had great difficulty in getting suitable subordinates you advertised, but they were not forthcoming, other provisions were apprehensive of danger and could not help you the result was that you could not enforce the same amount of discipline that you otherwise would have been able to do, the result was that people squatted down upon the works and drew the minimum wage and did nothing From your experience, would you be disposed to prolong the system of test-works? that is to say, when you found the test-work drawing, would you continue the system of payment by results without a minimum wage, and provide for children and dependants? Do you think the result of that would be that their industry would be greatly stimulated and that you would be able to adjust your tasks to the capacity of the people and the circumstances of the time, so that when the time arrived to send people to labour in their fields by squeezing a little you could send them off ?

A—Yes, I am in favour of that system

Mr Nicholson—Do you approve of a distance test ?

A—Yes, I do, rather

Q—That is to say, persons would not be received on a work unless they came from a distance ?

A—Yes

Q—Has that been tried ?

A—We tried the distance test, but Government stopped it

Q—I notice that there were men of the Native Army on your establishment Did they do well ?

A—Yes

Q—What class of posts were they given ?

A—General supervision, general inspectors

Q—They could be trusted ?

A—Yes

Q—They could be drawn on to any extent, could they not ?

A—We had a half company of Sappers

Q—They were well-adapted to look after details ?

A—Yes

Q—With regard to what you say in statement C, do you consider that those works were fairly typical ?

A—Yes, fairly representative works

Mr Bourdillon—As regards the transformation of test-works into regular relief works, you said it was done on the recommendation of the Revenue Authority What was the source of information which enabled him to form an opinion ?

A—Weekly reports were submitted to him and he would inspect from time to time. The Assistant Collector or *mamlatdar*, too, would give him information

Rao Bahadur Syam Sunder Lal—Had you special camps for Bhils ?

A—Yes, also for other aboriginals.

*The President*—Regarding the subordination of Public Works officers to the Collector of the district in times of famine in the evidence placed before us there is a certain indistinctness about that question of subordination. It is absolutely essential if you are to have a successful famine policy that there should be no room for doubt. Apart from the purely professional aspect of the work, namely, the measuring up and calculation of the cubic capacity, etc., do you accept the principle that in every other respect whatsoever the Public Works officers, from the Executive Engineer downwards, should be subordinate to the Collector of the district as regards relief administration?

A—I think the transfers of departmental officers should be left in the hands of the Executive Engineer.

Q—Transferring from one work to another and in case of friction?

A—Yes, I think the present arrangement works very well.

Q—Do you accept the fact that the Collector of the district may come on to relief works and enquire into the administration in every respect and give orders which must be carried out whether the Public Works officer agrees to them or not?

A—Do you refer to tasks and wages and time of measurement?

Q—I mean in every respect. I want to know if there ought not to be one man whom Government may hold responsible for the correct conduct of relief operations?

A—I am not sure that I agree with this as regards giving orders on the works to the Executive Engineer.

Q—If the Collector was to come on to a work and find the task was too great, and thought it should be modified, having regard to the physical condition of the people, do you think he should have the power to give orders on the spot?

A—It is difficult to say. The question has not arisen.

Q—But it must arise unless the personal factor is such in these Provinces that there is greater harmony than you can always expect. Section 38 of your Code lays down that every Executive officer of the Public Works Department shall be subordinate to the Collector in all matters not merely professional. This principle I want to know if you accept or not. So far as I have been able to see, it has not been accepted by your department?

A—I agree that the Collector ought to be supreme in his district, but not as regards professional matters.

Q—Purely professional matters are a negligible quantity. Do you admit or deny that in every single respect every Public Works Department officer should be subordinate to the Collector. I make no qualification. There is nothing more harmful in relief administration than delay, and there should be some one who is responsible for any delay that occurs. If you say the Public Works should be responsible, the Commission will consider that. Take a case such as the following. People are working on laterite, moorum and sandy soil. You lay down your rate for soft soil which is 120 cubic feet. The Collector comes on the spot and finds they have struck on a stratum of moorum, if you have a subordinate on the spot, is the Collector to have the power to say to him "you must reduce that task from 120 to 30 feet"?

A—Yes, I agree that he should have the power.

*The witness subsequently wrote —*

1 The answer to question "How many upper subordinates would you have in Sholapur or Poona in ordinary times" is I think wrongly reported. To the best of my belief my answer was "probably five or six"

\* \* \* \* \*

2 I am not quite sure that my answer to the question about trying daily payments is correctly reported. I am of opinion that I said that I would not object to trying daily payments. I am still, however, of opinion that with the numbers of people we had last famine, and the difficulty of obtaining cashiers that such payments are impracticable. In the case of Bhils and such tribes whose numbers are not large and who really require such payments it could be done, and in fact orders have lately been given for its being done in this Division during the present famine.

3 As regards the subordination of the Executive Engineer to the Collector on professional matters, I am still of opinion that except in such an extreme case as that instanced in the latter part of the last question of my examination, a Collector should not give orders on professional matters, to the Public Work Department subordinates. I myself if inspecting a work in the absence of the Executive Engineer who is directly subordinate to me would not give orders on the spot except of course in a case of emergency or such a one as instanced. I should convey my orders to the Executive Engineer, and the Collectors should, in my opinion, do the same.

## Mr C. N. Clifton

*Replies by Mr C N Clifton, Acting Superintending Engineer, Central Division, to the questions drawn up by the Famine Commission.*

3 A table is attached (A) showing details of rainfall asked for in the five Collectorates of the Central Division, *viz* Poona, Ahmednagar, Sholapur, Násik and Khándesh Sátára, which belongs to the Central Revenue Division, is included in the Southern Division for Public Works purposes. It will be seen that the early June rains were favourable, and, except in Sholapur, compare well with the average. The late rains, however, failed.

6 and 7 The necessity for relief was anticipated from the unpromising aspect of the season and officers of the Public Works Department were warned to be ready for an emergency. Test works were opened in consultation with the Collectors with piece-work without a minimum but with a maximum, and no allowances for children and dependants. Compliance with the tests on the part of very large numbers of people rushing on the works was proof of necessity of relief.

8 The first relief measures within my cognizance were the aforesaid test works, which were opened in various localities to gauge the extent of the distress.

9 (a) As early as July 1899 Public Works Department officers were warned to be in readiness for an emergency and to prepare programmes of works where they were not already made out. Programmes were ready and approved in September. The location of the several works included in the programmes, the estimated cost of the projects, amount available for relief workers, the number of relief workers for whom employment could be provided for six months, and the state of the projects, are shown in the printed programmes. Estimates had been sanctioned in some cases, in others they were ready, and in others surveys &c. were going on. In some cases the works provided proved sufficient, but other estimates were prepared and sanctioned as found necessary. The rush of people was greater than anticipated, especially in Khándesh, where there had not been severe famine pressure previously and difficulty was found in obtaining work for the people there other than on metal-breaking. A special Executive Engineer was therefore deputed to investigate tank projects in Khándesh. Generally speaking it may be said that we were prepared to meet famine, but the occurrence of a famine so soon after that of 1896-97 threw us out of our reckoning. We were fortunate, however, in having some of the large tank works started in 1897 available to commence work on at once.

9 (b). The relief programme did not include scale of establishment necessary to meet any emergency, and, owing to the famine being so general in the Presidency, even if scales had been laid down it would have been hardly possible to work up to them. Advertisements were published and applications poured in and such men as were considered suitable were appointed.

10 The relief programmes included both large and small relief works.

14 Irrigation wells can usually be made in suitable localities. Many such wells have, however, run dry owing to lowering of water level due to the poor monsoons of late years, and this and the cost of construction, and also of working them when constructed, militates against their being more frequently built. A certain number are, however, generally in process of construction from tagān advances. They are not suitable for employing famine labour. Skilled men are required and there is practically no work for the carriers who form the bulk of relief workers. They are also difficult to inspect owing to their being scattered over a large area.

15 As far as I know labour was the first criterion of the need for relief, and test works the first undertaken. They were, in the Poona District where I was Executive Engineer during the time test works were in progress, metal breaking on provincial roads supervised by Public Works Department and financed from provincial funds, the expenditure being transferred to 33—Famine, when converted into regular relief work.

16 The test works were metal breaking works and the task was 8 cubic feet for class II, and for children 4 cubic feet. A gang of 24 class II, and 12 class III, with mucadam and 2 hammermen, was assumed. The outturn of such a gang in ordinary times was estimated at 300 cubic feet, the task for class II being taken at 10 cubic feet and for class III 5 cubic feet. The pay of the gang at maximum Code wages was calculated for each wage basis. The pay divided by 3 gives a rate per 100 cubic feet, and this increased by 25 per cent was taken as the piece work rate for each wage basis. Sex was considered in classifying, men of good and fair physique were placed in class I, men of poor physique and women in class II. Class I were employed in quarrying and as hammermen to break up stones. One mucadam and one quarryman for each gang was allowed and their pay included in the piece work rates. Previous occupation was not considered, or rather it was considered that all were inexperienced. The rates were increased 50 per cent. for the first fortnight and 25 for the second fortnight to allow for this. Those higher rates make the task  $5\frac{1}{2}$  cubic feet and  $6\frac{1}{4}$  cubic feet, respectively. I consider the task a hard one, and the fact that people came on the work and remained there, though possibly only earning a portion of what they should, proved the necessity for opening regular relief works.

17 Payment was in proportion to results. There was a maximum wage but no minimum and no rest-day allowance or allowance to dependants. A gang register was maintained and in it the caste and village of each worker was kept and the presence or absence marked as in a muster roll. The number in each class, number of days they worked, and amount due at Code maximum wages were shown in the piece work form. Quantity and value of the work done by the gang was also shown and the gang paid whichever was less of the two sums. The above refer to test works in the Poona District in which I was Executive Engineer. By the time I had taken over charge of the Superintending Engineer's Office, the bulk of the test works had been converted into regular relief works.

18 The rise of numbers on the test works

19 Large public works

Endeavours were made as far as possible to employ the labour on large tank works where the people could be concentrated and properly supervised. Some large works remained unfinished from last famine and these were started at once and arrangements made for starting others, the people in the meantime being employed on metal breaking or road improvement till room could be found for them on the large works. Unfortunately sufficient earth-work could not be found for the unprecedented number of people who came for work, but everything that could be done in this direction was carried out.

20 Under the Public Works Department no scale of supervising establishment had been prescribed in advance. The requirements of any work depends on its own particular circumstances and it is hardly feasible to lay down any hard-and-fast rule. The rush of workers was so great, especially in Khándesh, Sholápur and Ahmednagar, that it was not possible to keep space with the requirements, and what establishment we had was taken up at once. One of the greatest difficulties we had to encounter this famine was the want of proper establishment. Owing to the famine being severe in Gujarat, we were unable to indent for permanent Engineers and subordinates from that province as in the former famine, nor could men be had from Sind, where affairs looked threatening. A certain amount of assistance was derived from other Provinces, but not sufficient, and we had therefore to appoint temporary men, and these were appointed from time to time as applications came in from suitable candidates, the higher paid ones by Government, and others by me or by the Executive Engineers with my approval. There was no undue delay in opening works. Tools and plant were available to some extent, but stocks had been depleted by transfer to the Northern Division, where famine had declared itself earlier and when it was not certain how things stood in this Division. The unprecedentedly large number of people applying for work, especially in Khándesh, which had not suffered from severe famine before, rendered the

question of tools a serious one, but the matter righted itself in time

21. The works were divided into as many charges as there were subordinates available for, but at first the numbers in charge of one man were excessive. There was no maximum number fixed for a charge, and it is difficult to say what should be the maximum as there are several factors concerned. A tank work, for instance, can be more easily supervised than a road work covering some length of line and with several camps, &c, calling for separate arrangements at each. Another factor, and rather an important one, is the difference in the capacity of subordinates, and I should say it would be better not to lay down any hard-and-fast rule. In the cases where the numbers in charge of one man were excessive, steps were of course taken to relieve the pressure as additional men became available

22. Yes. Generally one senior man, an Assistant Engineer, or senior subordinate, with a couple of overseers under him and the number of maistries, cashiers, karkuns, &c, found necessary under the particular circumstances of the work. As regards hutting, owing to famine in other Provinces and plague there was considerable difficulty in obtaining hutting materials at first. According to the Famine Code the Collectors are to determine the amount of hutting accommodation to be provided and it was proposed to hut all the workers. This being quite impossible at the time, I reported the matter to Government, pointing out our difficulties, and suggesting that for the time being only the weakly people and those with young children should be huted. Government acquiesced in this (*vide* Government Resolution No 906 of 14th February 1900) and also ordered that hutting should be provided for the number of people likely to remain in the huts during the rainy season, and large stocks of materials, as they became available, were used up in constructing huts. Many of the people made their own little huts, especially in places where reeds could be obtained in the river beds. Hints for information and guidance as to camps and their conservancy, sanitation, water-supply, &c, are given in Appendix IV of the Bombay Famine Code, and the Sanitary Commissioner and District Medical Officers gave instructions from time to time. The water-supply was one of the most difficult questions last famine. Most of the rivers which in ordinary years would have running water in them were quite dry, and in only the larger ones was it possible to get water by digging at any reasonable depths. Wells had to be deepened and the sites of camps and scope of works were limited by them in many cases. As regards food supply there never seemed to be any difficulty. On notice being given of the commencement of a work and formation of camps at certain places, the Mamlatdar of the Taluka in which the works were situated arranged for Baniyas to go there with supplies, and in most camps there was a very busy little bazaar. Many of the people, however, went

weekly to the nearest large bázár towns Hospitals were erected and Medical Officers of the rank of Assistant Surgeon or Hospital Assistant appointed, and everything done by the Medical authorities that was in their power, hampered as they were with plague going on at the same time Temporary Medical men were appointed also and the services of pensioned Medical Subordinates were also called into requisition

23 Yes Entrance free to all No system of selections tried to my knowledge No distance test was insisted on and people were taken on as they came They were, however, drafted to the larger works as numbers were required and this may, to a certain extent, be called a distance test People were taken on some road works as a temporary measure only, preparatory to drafting them on the large tank works, these road works being merely receiving depôts as one might say Residence on the work was compulsory, even though hutting was not provided The people did not to my knowledge suffer from being in the open The rule about compulsory residence in camp was relaxed by Government orders during the rains, but from my personal experience I do not think that much advantage was taken of this privilege as by that time they had comfortable huts and the rains were not heavy

24 I am not quite able to give a satisfactory answer to this question as conditions vary so much in my Division I, however, attach a statement (B) showing the area and populations of my 5 districts and also the maximum number of people on relief works in each district on any day, which will give an idea of the area and population served by the works, which were pretty fairly distributed in most districts In some cases, however, as in the case of the Bhamburdi and Budhihal Tank works in Sholapur, the area served is much larger than in other cases They were the only works open in the south and west of the Sholapur District and served the talukas of Malshiras, Sangola and Pandharpur, which have a combined area of 1,693 square miles and a population of 193,400 In addition to this they being near the edge of the Sholapur District had a considerable number of people from the neighbouring British Districts of Poona and Satara and the Native States of Phaltan and Jath, so it is really very hard to say what area or population can be served The total number of people on these two works on June 16th 1900 was 37,000. People will go for work long distances, 60 to 70 miles or even more I understand that many people from Sholapur have been travelling into the Berars in search of field work,

25 Yes, except in professional matters (See Famine Code, 38.)

26 There was a Civil Officer for each work or portion of a work. These men were appointed by the Collectors and were generally taken from the



Collectors' or some other Government office. In no case, I believe, did their salary exceed Rs 100, Rs 50 to Rs 70 seemed to be about the usual salary. He was under the local representative of the Public Works Department. Civil Officers did not as a rule interfere in matters of measurement, &c, not being from their training in a position to do so, and such matters were left to the Public Works Department officers. The Civil Officer could of course bring anything to notice in his diary.

27 The Civil Officers, so far as I know, did not interfere in such matters which are matters for professional opinion. I have known of Civil Officers giving their opinion as to hardness of stone or some thing of that kind, to which attention was of course given, but it was not generally done in my experience and not desirable when the status of the men appointed as Special Civil Officers is considered.

28 On metal-breaking works in some cases mixed gangs containing quarrymen and breakers were employed in others separate gangs for quarrying and breaking. The last method was found most satisfactory. The quarry gang consisted solely of men in class I, the breaking gangs of men and women in class II and children in class III, and if necessary one or two hammermen for breaking large stones. On earthwork and other construction work mixed gangs of diggers and carriers were employed. The gangs contained from 40 to 50 workers. The gangs were arranged by castes and villages as far as possible, but family gangs were not found very feasible owing to the separate treatment of different classes and the consequent breaking up of families.

29 The classification was that recommended by the Famine Commission. The special class workers received 25 per cent above the wage of class I. The wage was practically the same as that recommended in Famine Commission Report, paragraph 446. The wage of class I, however, was the value of 19 chataks instead of 20, and the wage of class III had a maximum of 10 and a minimum of 7 chataks fixed, instead of the fixed wage of 8 recommended by the Commission. The departures from the recommendations were not very great and I think were in the right direction. The adult wage was only slightly less than that recommended, and experience showed that no harm was done. The sliding scale for children was, I think, desirable, as it enabled allowance to be made for children of different sizes and strength. I have no figures available, nor time at my disposal to give an opinion on the point of view of economy of the departures.

30 No. The classification in vogue, namely that recommended by the Famine Commission, and the wage scale, also that of the Famine Commission but slightly modified, were suitable. No difficulty was, I believe, experienced from the absence of such distinction. I do not think the financial aspect was much altered, as the numbers of women were as a rule much greater than those of the men, and the

numbers of men in class II were too small to be of much consequence.

31 The Code task system was introduced from the outset on all relief works when opened or when converted from test works. The two systems were carried on simultaneously in those districts in which certain works were still carried on as test works after relief works had also been opened. The two systems have also been carried on simultaneously on two works, the Shetphal and Khamgaon Tanks, in the Poona Irrigation District.

32 Yes. I have changed my views on this point as given before the previous Commission, and I agree with the Famine Commission of 1898 that a system of payment by results is unsuited to conditions of acute distress or actual famine. I do not consider that with the number of people one has to deal with and the inadequate subordinate establishment available that relief could be adequately afforded. I also do not think that any system of payment by results could be devised which would act evenly, unless kitchens for children and dependants are maintained. It would be impossible to discriminate between those with many dependants and those with none. Unless the rates were made extremely liberal I was afraid the system would act hardly on some. Cold and rain and epidemics of cholera, &c., all tend to reduce the outturn and would consequently reduce the wage at times when it should be at its highest and I think that the Code task system with a minimum is the best for all purposes. I think, however, that power might be given to have payments by results for any gangs whenever it seems it can be done without danger to the condition of the people. Task work without a minimum is, I think, a better arrangement than piece work, as the Code system could always be applied to newcomers and the change from one system to another made at any time without difficulty.

33 For metal breaking 6, 8 and  $1\frac{1}{2}$  cubic feet for classes I, II and III, and tasks for earth-work based on the table in the Famine Code. These were afterwards changed by Government under Government Resolution No F-538 of 5th March 1900 which circulated tables for general use, but power was left in the hands of the Superintending Engineer to modify the tasks, and the tasks were consequently lowered in some districts for reasons given by the Executive Engineer. 25 per cent. was the usual reduction, and in the case of the aboriginal Bhils in the Khándesh District the task for metal breaking was lowered 50 per cent at the request of the Collector. The tasks were graduated to the class of workers and full task demanded from all, a certain latitude being allowed for a time to newcomers. Allowance was made for the distance workers had come to work but not for the distance they had to go to work daily. It was open to all to live on the works, and so far as possible compulsory residence was enforced.

34 I think the wage was adequate, at all events many people were content to draw the minimum.

wage continuously, and as far as I could see there was no sensible deterioration in the condition of the people. I have no evidence that the workers saved upon their earnings except that many drew only the minimum and apparently could subsist on it, while others drew the maximum on which they might possibly save a little. There were also in some cases shops in the bazars on the works containing sweetmeats, tobacco, bangles and other luxuries, and there appeared to be a fairly brisk traffic in such commodities. Copper coin returned freely to the banias on some works as evidenced by the cashiers obtaining change in the bazar for the payments. On some works, however, the workers dealt with outside banias and travelling vendors on bazar day.

35 Rest-day wage was given. At first it was shown separately, but afterwards by Government orders in the form of  $\frac{1}{4}$ th of the rest-day wage added on for each day of work. Thus a worker for 3 days work would get  $\frac{3}{4}$ th of the rest-day wage in addition. Workers could not earn more than the full wage in order to support themselves on the rest day. I prefer the system of adding the  $\frac{1}{4}$ th though it differs little from the rest-day allowance. I had a ready reckoner made out by adding  $\frac{1}{4}$ th of the minimum to the wages specified in Appendix V of the Famine Code, leaving out all mention of the rest-day allowance. Its use was however disallowed, but I still think it is the most simple arrangement and preferable to the other, which involves extra calculations.

36 I do not think the minimum wage is too high. I consider that fining for short work should be continued down to the penal wage, but the power of fining should be exercised with great care, the condition of the people being carefully considered and watched so that fining is only really done in cases of contumacy.

37. The minimum wage was allowed at outset on regular relief works. The penal wage, which is a wage 25 per cent below the minimum, was introduced later. It was only applied to able-bodied adults in good condition.

I do not think the penal wage ever became the wage generally earned. I am not certain of this as I have no definite information. It is not possible to tell from the figures at my disposal whether the same people continued drawing the penal wage. If there were people so doing I never on any of my inspections of famine works noticed them in a deteriorated condition and heard it attributed to this.

38 Payments were made weekly. No, I do not think more frequent payments necessary and they are certainly not practicable. It was as much as we could do with the establishment at our disposal to have weekly payments made.

39. Payments were made on the weekly pay day only. New-comers in need were given grain "chits" or orders on the banias to be recovered on

pay day Those in bad condition were fed in the kitchens I believe the Special Civil Officers were allowed to use their discretion in the matter and in some cases give advances I think the present arrangements for relieving new-comers work satisfactorily I cannot say whether the system of weekly payment had the effect of throwing the workers heavily into debt

40 To the individual In piece-work it was customary to pay a headman for each gang, but Government ruled that individual payments should be made even on piece-work I prefer the latter arrangement. Muster rolls are kept and it practically amounts to task work without a minimum In paying the headman there were frequent disputes, and individual payment is, I think, the best method.

41 I attach a statement (C) showing the average number of persons who earned the full wage, penal wage, and wage between full and penal on the Shetphal and Khamgaon Tank Works in the Poona Irrigation District.

42. No general system of payment by results was in vogue during the famine except for the test works at the beginning and in some districts at the end of the year before works were finally closed The general system in vogue in the latter case was that of Code task work without a minimum and with kitchens for dependants The individual payments ordered render piece-work somewhat difficult to manage, and the system has the advantage that ordinary famine task work can be started at any time if required

43 The maximum wage for a child was the equivalent of 10 chataks. Working children were those between the ages of 8 and 12 considered capable of doing the task of class III Weakly persons capable of light work were put in class IV and paid the minimum irrespective of work done, and generally made to sweep out the camps or some work of that kind, or if put on metal-breaking, given light tasks I think task work with a minimum is the only suitable arrangement for such weakly people

44 Contractors were employed during the famine in the case of some masonry works of tanks which were necessary to be carried out to allow of the relief workers' work progressing They were also employed in certain places at first for the supply of rubble for metal breaking, but the Chief Secretary to Government raised objections to this procedure and it was put a stop to and the quarrying done by relief workers

45 Muster rolls were not at first kept up on test works, though it was done in some cases I believe They were afterwards ordered to be kept and I think this is the best method They could always have been introduced at short notice if required, however

46 Under the general orders of the Collector, which were issued to Mamlatdars of Talukas and Special Civil Officers in charge of camps, generally

ly based on the prices of jowari or bajra, whichever was cheaper, though rice, nagli and other crops formed the basis in some places I believe. Small variations in prices were neglected, and the nearest even number of lbs to a rupee taken as the wage basis.

47. As I have not been personally engaged on famine works this famine, beyond making frequent inspections of the same, I have left it to the Executive Engineers of the various districts to answer this question.

48. Tasks were stiffened or relaxed by Superintending Engineers in consultation with the Executive Engineers. Tables of tasks were circulated by Government and power was given to the Superintending Engineers to alter them if necessary and this was done from time to time at the request of Executive Engineers for reasons explained by them. The Civil authorities did not interfere in these matters beyond making suggestions. The questions of stiffening or relaxing wages were in the hands of the Civil authorities subject to references to Government, but changes of the kind were not very frequent I believe.

51. Not that I am aware of. Drafting from one large work to another was tried, but not, I believe, with much success. Those drafted in many cases either returned to their villages or managed to get labour on their original works again on some other work.

#### *Small Village Works*

52. Small village works did not play a very important part in the scheme of relief as far as I am aware. They were in charge of the Revenue authorities and were generally, I believe, opened for the relief of certain wild tribes such as Bhils, Thakurs &c, living near the Ghauts. I have no definite information about this as on many other matters, as owing to the shortness of time allowed for preparing these answers and the fact that my Executive Engineers are also preparing them for submission to Government, I have not been able to trouble them for reports.

#### *General*

87. The numbers on relief in some districts, Ahmednagar for instance, exceeded 15 per cent. The reasons I think were as follows.—

(a) Absence of other work in the district.

(b) Number of camps opened and facilities for obtaining work near villages.

(c) The people were well treated in the last famine and were aware of the terms on which relief could be had, the minimum wage, &c.

88. I am inclined to think that, if anything, relief was somewhat excessive at times for the reasons given in clauses (b) and (c) of previous answer. In no case was it, I think, defective, although difficulty was at first I believe experienced in providing relief for the Bhils in Khândesh, who were very difficult to

deal with and would not go willingly to large works. Arrangements were however made for them in time.

90. I certainly think that the people showed a greater readiness to resort to famine works even than in the famine of 1896-97. In the famine of 1876-77, in which I served as an Assistant Engineer in Sholapur, it was with the greatest difficulty that people could be got to come on relief at all. Things have quite changed however now, but I am not in a position to state why this should be so unless it is that the terms on which they are received are so favourable and that they have lately had full experience of the same.

92. Yes. I think they are somewhat insufficient.

93. I certainly think a distance test should be insisted on and some system of "dakhla" or certificate from village authorities to the effect that the persons asking for it were really in need of relief.

100. There was a considerable amount of immigration from Native States, though it is difficult to give any figures even approximately as the people, as a rule, give the names of British villages. In Ahmednagar and Sholapur there were large numbers of immigrants from the Nizam's Dominions as also in Khândesh, where people also came from Holkar's territory. In Sholapur also there were considerable numbers from small Native States such as Jath and Phaltan.

101. These people must have largely contributed to the death-rate, I should think, but I cannot say to what extent or what proportion the mortality among them bore to that of the district. The people whom I personally had an opportunity of seeing in the Báisi Taluka of Sholapur and who had come there after wandering about in their own territory were very emaciated.

104. I heard no complaints regarding the inability of Railways to keep pace with the grain and fodder traffic.

105. There were some complaints at the end of the famine that the agriculturists could not get people for their work owing to the attraction of famine work and in some cases task work without a minimum was introduced with a view to driving people off. In this connection I would beg a reference to Government Resolution No. 3096, dated 13th August 1900, Famine Department. Otherwise I have not heard of any complaints, but for such a large Division as mine it is difficult to answer a question of this sort without reference to the Local Authorities.

108. The principal departure from the Famine Code was that of having weekly payments instead of daily (Section 82). In my experience this was quite justified, and, as pointed out before, I do not see how we could possibly have made daily payments.

109. Staff Corps officers were employed in supervision and were found very useful. Officers,

non commissioned Officers and men of the Native Army were also employed in minor posts. In the Ahmednagar District we had a half company of Sappers and Miners, who did very excellent work till recalled to head-quarters on the company being ordered to China. No non-commissioned officers of the British Army were employed except one corporal of Sappers who came with the above mentioned half company. The men of the Native Army did very good work and I am all in favour of their employment on such work. A number of pensioned Native Officers were also employed. In addition to these we had one officer of the Military Works Department, two of the Survey of India, both Royal Engineers, two officers of the Burma Police and several officers of the Postal Department, most of whom did useful work. Pensioners of my own and other Departments were also re-employed.

110 Non-official agency not made use of on public works

111 The change from Code task to payment by results only took place at the end of the famine and it generally took the form of the abolition of a minimum or penal wage. Bhuils and some criminal classes were, however, exempted from the rule as it was deemed expedient to keep them on the works. I have no definite information on the subject, but I do not think that any of the causes mentioned in the question had any appreciable effect on numbers seeking relief, or the death-rate. The drafting to distant works had the apparent effect of driving people from the works, but the drafting was not done to any great extent generally and the people who really were in need of work drifted back as a rule or managed to get labour on other works. I do not think that there was much disorganization or wandering after the works were fairly opened on the Code task system.

#### *Conclusion.*

I regret that my answers are not as full as they might have been had I had more time, but I have a very large Division embracing several charges and I was unwilling to trouble the Executive Engineers for reports knowing that they themselves were busily engaged in preparing replies. I should mention that in answering the questions I have adhered to the numbers given in the printed list sent me by Government which does not correspond with the list printed in *Government Gazette*. In the list sent me there are two sets of questions numbered as 74, 75, 76 and 77, and there are no questions numbered 49 or 50 at all.

C N CLIFTON,  
Acting Superintending Engineer,  
Central Division.

## STATEMENT A

Table showing details of Rainfall.

Districts	A					B					Percentage of average of 11 years to that of 1889 column 11 to 6	C	D		
	Average rainfall of 11 years 1887 to 1897					Rainfall of 1899							Months	Average of 11 years	Average of 1899
	June	July	August	September	Total	June	July	August	September	Total					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Khandesh	5.47	8.95	6.21	5.74	26.39	4.11	1.92	1.78	1.35	9.16	0.35	The rain practically ceased by the end of September although there were a few insignificant showers in some districts in October of little or no use	June	5.91	5.37
Nasik	8.32	16.36	9.19	8.25	41.12	8.99	3.66	2.63	1.95	17.27	0.42		July	8.80	1.77
Ahmednagar	4.57	3.04	2.62	0.81	17.64	6.38	0.29	0.81	4.01	10.49	0.50		August	5.82	1.75
Poona	7.35	12.60	7.27	6.67	33.89	6.37	2.72	2.23	4.29	15.59	0.46		September	7.16	4.16
Sholapur	3.83	3.41	3.80	8.35	19.39	2.02	0.26	1.24	0.29	12.81	0.66				
Total	29.54	41.00	29.11	35.82	139.47	26.87	8.84	8.74	20.80	66.25	2.19				
Average	5.91	8.80	5.82	7.16	27.60	5.37	1.77	1.75	4.16	13.65	0.48				

## STATEMENT B.

Statement showing area, population and maximum number of workers and dependants together of the five Districts of the Central Division

Districts	Number of Talukas and Petas	Area in square miles.	Population	Maximum number of workers and dependants together	Remarks
Poona .. .	11	5,352	1,067,800	88,910	
Sholapur ..	7	4,542	750,680	164,853	
Ahmednagar ..	11	6,645	888,755	240,268	
Nasik ..	12	5,819	843,582	125,528	
Khandesh .	22	10,454	1,460,851	283,107	
Total		32,812	5,011,677	902,656	

## STATEMENT C.

Table showing the average number of persons who earned the different classes of wages at the time of greatest pressure on the Shetphal and Khamgaon Tank works

Classes of Wages	Shetphal Tank	Khamgaon Tank	Remarks.
(a) Full wage	2,186	316	
(b) Penal wage	141		
(c) Wage between the full and the penal wage	8,612	2,950	
Total	10,942	3,296	

C N CLIFTON, C. E.,  
Acting Superintending Engineer,  
Central Division.





## MR R C WROUGHTON, CONSERVATOR OF FORESTS, BOMBAY

*Mr Nicholson* — You exported 37,000 tons of fodder ?

*A* — Yes, but a good deal was purchased

*Q* — Did you receive any reports or complaints as to the nature of the fodder supplied, that it was useful or deleterious ?

*A* — Yes, we certainly did receive such reports

*Q* — What was the nature of the report ?

*A* — For instance, the Deccan people said that their cattle could not live on Kankan fodder. In this famine we had nothing else. It was cut before the end of December

*Q* — Had it seeded ?

*A* — Yes

*Q* — When it has seeded it is of little value ?

*A* — Yes, when it is dry. There was a great difference between 1897-98 and this famine, then they began to cut in December, this year it was cut green

*Q* — So that you took matters in hand earlier,

*A* — Yes

*Q* — Was there any difficulty in getting it away ?

*A* — Yes, there was undoubtedly

*Q* — From what did that arise ?

*A* — The difficulty of getting carriage by rail

*Q* — Which railway ?

*A* — Mostly the two Guzerat railways ?

*Q* — Was there an insufficiency of rolling stock ?

*A* — I cannot say. There was a tremendous demand

*Q* — When the demand for grass ceased had you stocks which you could have sent away had there been better transport ?

*A* — We had disposed of it long before that

*Q* — Can you tell me how much fodder was removed by this private trade ?

*A* — No

*Q* — Were the cattle brought to your forest for grazing more than usual ?

*A* — Yes, they were specially sent by Government and by charitable associations

*Q* — Did the people not themselves bring their cattle in large numbers ?

*A* — I cannot say

*Q* — How many cattle were reported to have been sent up ?

*A* — I cannot say. I saw four to five thousand cattle which had been sent up by the *mahajans* of Ahmedabad

*Q* — Was there serious mortality amongst the cattle ?

*A* — Yes, very great

*Q* — What was the reason of that ?

*A* — I cannot tell

*Q* — Do you think it is better to take cattle to forage or forage to cattle ?

*A* — That is a difficult question to answer, so much depends upon who are with the cattle. The Gujarati cattle are pampered and cannot travel, but the Dekkan cattle often travel 100 miles

*Q* — I have heard that the herdsmen often left the cattle to themselves, and perhaps this would account for the heavy mortality ?

*A* — I think it was really that the herdsmen handed them over to persons who had no interest in them

*Q* — Do you know anything of the cattle camps ?

*A* — No, I had nothing to do with the disposal of the fodder

*Rao Bahadur Syam Sunder Lal* — When were the forests thrown open ?

*A* — On this occasion the forests were thrown open in August, that was much too soon, the supply of grass should have been saved for the real pinch. There was no grazing left, the thing was done in too wholesale a way

*The President* — Were the Forest Department officials not consulted ?

*A* — Government asked our opinion

*Q* — I suppose you suggested the proper time to throw the forests open ? Would you suggest for the future that while throwing open the forests for grazing, the Forest Department Officers should be entrusted with the management as regards the number of cattle to be admitted ? Do you think you could have made the fodder go much further if that had been done ?

*A* — I think so, certainly, that is my own personal opinion. Theoretically, I am professional adviser only, but the question I take to be distinctly one falling within the Collector's functions. He is responsible for the cattle and for the district, no doubt he would take the advice of his Divisional Officer, and no doubt he did

*Q* — If the Forest Department in the district had been called upon by the Collector to say how many cattle could be supported in this forest and for the length of time they could be supported, would that not be a matter for professional advice ?

*A* — Yes

Q—By careful adjustment you could make a certain amount of fodder go further than if you allowed it to be grazed down, would it not be advisable that the Collector should consult the District Forest Officer or Government consult the Forest Department with a view to ascertaining, how many cattle could be supported in a particular tract of forest?

A—Yes

Q—And then provide for the support of that amount of cattle?

A—You must come ultimately to the Collector

Some further discussion took place as regards the duties of the Collector and Forest Department Officers and the President stated—

“It comes to this, that indiscriminate grazing is undesirable and you consider that fodder in a forest can be made to go further if a system of proper and intelligible control is exercised by the Forest Officer subject to the District Executive Officer?”

A—Yes

*The witness subsequently wrote as follows —*

“From the report of my evidence before the Commission in the *Times of India* I see that I am credited with asking that in future time the management of the grazing should be taken from the Collector and given to the Forest Department. In case I may have conveyed a similar impression to the Commission, I write to say that nothing was further from my mind. I am not in favour of swapping horses in crossing a stream. Whatever is the organization in ordinary times should be retained in a famine year.

My point was that the *policy* of giving away all the reserve grazing early in a famine year is wrong.

In almost the whole of the Dekkan the custom is not to stall feed the cattle but to send out all, except those actually working in the fields, to graze in forest and waste lands. The necessary result is promiscuous breeding, and as deformed, diseased and worn out cattle are never destroyed, a further necessary result is that, after a very few years of plenty, the village herd has in it a considerable proportion of absolutely useless beasts—often over 25 per cent. Under these conditions the intensified struggle for existence resulting from an occasional fodder famine is a blessing in disguise, and commonsense seems to show that our policy (when such a year does come) should be to aim at setting up this intensified struggle at the earliest possible date so as to get rid of these useless beasts as soon as possible. In other words, instead of remitting fees for ordinary grazing and throwing open reserve grazing early in the year (say, in August/September), we should, if possible, enhance the ordinary fees and certainly make every effort to keep cattle out of the reserve grazing until this useless proportion of beasts has disappeared, that is, till January or even February. In this way the reserve grazing will be available for the surviving valuable cattle instead of having been largely wasted in keeping temporarily alive a useless crowd which must die before the next rains and whose deaths, so far from being regrettable, are a positive gain.

*The witness added the following note in returning the proof of his evidence —*

I can recognise but little resemblance to my examination as I remember it, but except on one or two points, I have little to object to the replies attributed to me. I would note, however, that I distinctly stated that it was the Indian Midland Railway which broke down though there was considerable delay in furnishing carriage on the Bombay-Birodr and Central India Railway, and further that I stated that our *local* stocks had been delivered before the demand ceased, but that much more could have been obtained from the Central Provinces Forests and from Mr Abbott had carriage on the Indian Midland Railway been available. Failure of carriage only applied to the supplies for Gujarat.

## Mr. R. C. Wroughton.

*Replies by Mr R. C. Wroughton, Conservator of Forests, C. C., to the questions drawn up by the Famine Commission*

66 *What measures were taken to prevent mortality of cattle and with what success?*

Under Government Resolution No 6372, dated 9th September 1899, I was deputed to arrange for the supply of fodder to the affected districts, but with the supply of the fodder to the Revenue authorities my responsibility ceased. The distribution of the fodder was arranged solely by the Revenue officers. Besides the operations actually undertaken for the supply of compressed fodder recorded in reply to the next question, enquiries were made as to the possibility of supply from other sources as follows —

*Burma* — Large quantities of rice straw were found to be available, but negotiations with the "British India" showed that the normal freight, owing to the light weight of the material compared with its bulk, would mount to a prohibitive figure, and the demand for freight for rice was so large that there was no chance of obtaining any reduction on the normal freight rate. (Probable cost Rs50 to Rs60 per ton.)

*Ceylon* — No great quantity of fodder was available

*Egypt and Natal* — Cost of carriage, it was found, would be so high that no serious enquiries were made as to quantity of fodder available. So far as was ascertained, large quantities would be available (notably of *Labi*) from the former and from the latter but for the war.

*Canada* — Excellent fodder was offered from Canada, but it could not have been delivered under Rs100 per ton.

*Madras* — A considerable quantity of rice straw was actually offered from Madras, but the long railway lead and consequent heavy freight rate prevented its being obtained. (Probable cost Rs50 per ton.)

*North-West Provinces* — Enquiries were made as to grass available from the sub-Himalayan forests, but it was found that sufficient good grass was not available and that freights would rule very high.

67 *Were any operations undertaken for the supply of compressed grass to tracts suffering from scarcity of fodder?*

It was arranged and ordered by Government Resolution No. 6372, dated 9th September 1899,

Wroughton—1

that I was to arrange for the supply of fodder to the indent of the Commissioners, but that all distribution should remain completely in their hands

Each consignment offered or found to be available was reported to Government and orders obtained, but in each case the orders were to obtain and supply the fodder offered provided it could be delivered at a cost not exceeding Rs 13 per 1,000 lb, i.e., Rs 29-4-0 (approximately) per ton

The local forests supplied in all 18,360 tons of compressed fodder. This was obtained from five localities (sections)—

	Tons
1 Southern Circle	2,672
2 G I P North Section	4,935
3 G I P South Section	2,939
4 B, B & C I Railway	2,559
5 Nalapur	5,260
6 Other sources	55

TOTAL 18,360

besides which 769 tons of loose grass (much of it green) was supplied from the B, B & C I Section to tide over the period before the compressed grass was ready for despatch.

From the Forest Department of the Central Provinces were obtained—

	Tons
Northern Circle	11,833
Southern „	3,121
	14,954

Finally, by arrangement with Mr Abbott of Jhānsi were obtained 2,870 tons mostly of loose karbi, bhoosa and some grass.

Giving altogether a total supply of 36,953 tons

The accounts are not yet closed owing to disputes about bills tendered, but, so far as can at present be seen, the total cost will amount to Rs 11,13,000, which gives an all-round rate of Rs 30 per ton

It will be noted that the rate works out nearly 12 annas per ton higher than the sanctioned rate. The local collections were completed well under this rate, indeed all round they averaged under Rs 11 per 1,000 lb or Rs 24 per ton, and it was due to the very high cost of the C P forests grass and of the fodder from Mr Abbott that the average of the total exceeded the sanctioned rate

This heavy cost was due to conditions which could not be fore seen

The G I P Railway quoted a concession freight rate per waggon-mile with a minimum load of 96 maunds for open and 81 maunds for closed waggon

The B, B and C I. Railway quoted a maund rate with 3 pies per maund terminals and the

same minimum loads, which worked out about the same as the G. I. P. rate in the end

The I. M. R. quoted the same rate as the B. B. and C. I. without the terminal charge, but refused to recognize a minimum load of less than 96 maunds

The original arrangement with the C. P. forests was to furnish all grass on the G. I. P., but as it was found that grass was not available there for export, the source of supply was changed for the greater part to Damoh. Consequently, though the actual lead was not materially lengthened, the grass had to be loaded on the I. M. R., who refused to supply any but closed waggons.

In an open waggon with G. I. P. loading it is just possible to load 96 maunds of grass compressed by hand presses, but in a closed waggon the average load is only something over 70 maunds. The result was that the freight over the I. M. R. system cost 20 per cent. over the estimate

Mr. Abbott's fodder was mostly loose karbi, which, loaded on the I. M. R. for the above reason, cost R30 per cent. over the estimated freight. Moreover, being loose karbi, the loss by damage was heavy, and, finally, as the I. M. R. failed to make proper arrangements for sealing the waggons, the loss by theft *en route* was very heavy. The mistake made in Mr. Abbott's case was that the fodder was accepted "into waggons" and not "delivered at destination." This was corrected in a subsequent agreement for a further supply, but, owing to the failure of the I. M. R. to supply sufficient waggons, the first consignment agreed upon was not completed, and under the second practically no fodder was delivered.

The total number of presses bought was 2 steam presses (which cost R24,000 and have been sold for R15,000) and 81 hand presses (79 at R450 and 2 at R1,000). It was originally estimated that the steam presses would sell for two-thirds, and the hand presses for half cost price, if it were decided to part with them.

This total of 36,953 tons was delivered as follows —

*Local Supply*

	Tons	Tons.
Gujarát . . . . .	6,206	
Deccan . . . . .	10,958	
Assistant Collector for cattle brought to graze in Thana	144	
Commissariat	51	
1st Bombay Lancers . . . . .	1,670	
Sold locally . . . . .	100	
	<hr/>	19,129

*Central Provinces Forest Department*

Gujarát . . . . .	10,145	
Deccan . . . . .	4,809	
	<hr/>	14,954

Mr. Abbott

	Tons.	Tons
Gujarát . . .	.	2,870
TOTAL	.	36,953

So that actually for relief of famine cattle there was supplied to—

	Tons.	Tons.
Gujarát { Ahmedabad . . .	11,110	
{ Kaira . . .	4,403	
{ Broach . . .	1,832	
{ Panch Maháls . . .	1,993	
	—	19,368
Deccan { Khándesh . . .	4,748	
{ Nasik . . .	2,262	
{ Ahmednagar . . .	3,784	
{ Poona . . .	3,569	
{ Satáia . . .	12	
{ Sholapur . . .	1,583	
{ Belgaum . . .	6	
	—	15,764

It may be of interest to record here some remarks on the machinery employed for pressing the grass. The ideal aimed at in all such machinery is to turn out grass pressed to 90 cubic feet to the ton, *i e.*, about 25lb per cubic foot.

Two steam presses were purchased from Jessop & Co of Calcutta calculated to do this. In actual working, however, where time was a chief object, it was found that 16lb to the cubic foot was about the best which could be counted upon. At this rate I am of opinion that these presses, which are very expensive, show no advantage over hand-presses, save in very exceptional circumstances, *i e.*, where the grass available at one spot is very large and the spot itself is within easy reach of efficient workshops at which repairs of machinery can be efficiently effected.

All the remainder of the pressing was done with hand-presses, giving on the average about 6lb per cubic foot, at which rate a carefully loaded open waggon with G I P Railway loading can be made to hold about 96 maunds. The presses used are pronounced by all the officers in charge of sections to be substantially the best. They are simple and fairly rapid in working. But it is a *sine quâ non* that they be of the best material. Some weak points were discovered and experiments are now being carried out at the College of Science, Poona, to rectify these. If a means is found of rectifying these without loss of power, I am of opinion that these presses will be the best to employ should unfortunately famine fodder operations again have to be undertaken.

Finally, I would record that in my opinion the very successful and cheap working of the local operations was entirely due to the close and constant supervision of the European officers in charge. Any attempt to carry out such work with an

inadequate staff of such will not only be bad economy but will jeopardise the success of the operations.

R. C. WROUGHTON,  
*Conservator of Forests, C. C.*

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*Extract from the letter from Mr. Wroughton,  
No. FAMINE-FODDER—1474, dated 9th January  
1901, forwarding the above.*

Under separate orders from Government I am preparing a Report of the Famine Fodder Operations in which all details likely to be of use in future are fully recorded. In the replies now submitted I understand that general results are all that are required to be recorded. If, however, there are any points on which more information is required by the Famine Commission, I am prepared to supply it.

Wroughton—2





## MR. H V R. KEMBALL, EXECUTIVE ENGINEER, POONA

*The President*—Were you in Poona during the last famine?

A.—Yes

Q.—Did you come to the conclusion that granting sufficient establishment and granting provision for dependants and children, you would prefer to work on the intermediate system than on the Code task system with the *minimum* wage?

A.—Yes I think that it should be left to the officer in charge to introduce the *minimum* wage if he considers it necessary

Q.—That is to say, in cases where people owing to physical condition cannot labour?

A.—Yes

Q.—Would you prefer to have the modified intermediate system, i. e. the intermediate system *plus* allowance for dependants and children?

A.—That is what I would prefer.

Q.—Suppose a case where the rain lasted for a week and people could not do a full task and consequently could not get the full wage, would you meet such a case by discretion to the officer in charge to pay the full wage for a modified task?

A.—Yes, but I would not allow him to meddle with the task. He should be allowed to give people any wages he thinks necessary subject to a fixed *maximum*

Q.—Discretion should be given to the man on the spot to meet a particular emergency by particular arrangement?

A.—Yes

Q.—Subject to this explanation, do you think that in future it would be better to continue works on the intermediate system and not on the Code task system with the *minimum* wage?

A.—I object to the *minimum* wage altogether, except as a safety valve

Q.—Granting discretion to relax, do you think it would be better to abolish the *minimum* wage?

A.—I can imagine a case in which a large number of people are crowded on a relief work and the establishment is untrained, while they are being trained, i. e. for about two or three weeks, the people on work do very little work, and should get a *minimum* wage

Q.—Then the intermediate system depends on the establishment being sufficient

A.—Yes

Q.—You must have a strong establishment in order to measure your task and check the idleness of the people?

A.—Yes

Q.—You proceed on the assumption that you do not get on your relief works men in an emaciated condition from whom you cannot exact full task?

A.—We always treat the emaciated in the kitchens

Q.—For a certain time, until they recover themselves?

A.—Yes

Q.—Until you are advised by your medical staff, your hospital assistant, that they are in good condition and fit to work?

A.—Yes.

Q.—From your figures it appears that there was no extreme distress in the Poona district last year. When did you open your relief works?

A.—We opened them in January. Our test-works were converted into relief works in January

Q.—Did people come on to your test-works from December to January in any numbers?

A.—Yes, in very considerable numbers

Q.—Were your test-works managed on the strict principle of payment by results?

A.—Yes

Q.—Did you find that on these test-works people were able to earn a sufficient subsistence allowance?

A.—No, I do not think they were able

Q.—Do you think that the test was prolonged too much?

A.—Undoubtedly, in certain cases it was a hard test, and it ought not to be continued long

Q.—Was it a severe test?

A.—A very severe test if no allowance is given to dependants. People who earned their wages could not feed their dependants

Q.—Do you think that it would be better to commence work on the intermediate system with provision for dependants in addition to payment by result from the beginning, or would you have test-works on the system of payment by results having poorhouses to which other people might go?

A.—No, I think it would be better to keep them together—to keep the families together

Q.—Do you think that sufficient relief can be derived from the intermediate system *plus* an allowance to dependants from the beginning?

A.—Yes, but there is a great difficulty in my opinion when the question of choice of dependants comes in if you open relief works with an allowance for dependants. People of very high class who are well able to maintain their dependants will send them to the work. That we found we even found rich *banias* doing that.

Q—Then on your test-works you would be disposed to introduce the principle of selection or perhaps I may say of exclusion of people who come from villages within a particular radius unless they get a ticket from the local officer?

A—I advocate selection within that radius only. It would be a very small business and the Collector can manage it.

Q—You would apply selection within a radius of four or five miles from a particular test-work?

A—Yes, but emaciated persons should be admitted at once.

Q—Then as to the controlling officer on works, take an instance, in which the Collector goes on a relief work and finds that a certain task is obviously unsuitable to the people. Has the Collector the authority to reduce the task without reference to the Executive Engineer? It has been suggested that he cannot do so because the fixation of task is a professional matter. Would you be inclined to agree that the Collector can give an order for immediate reduction?

A—Ordinarily the Executive Engineer should report to the Superintending Engineer who should give the order, but in an emergency I would act on my own responsibility. I should also expect the Collector to do the same.

Q—You would not then in such cases expect the Collector to refer the matter to you?

A—No. In an emergency I would expect the District Officer or the Assistant Collector or the *mamlatdar* to interfere. Otherwise I should expect them to inform me at once of any thing requiring amendment.

Q—Why should the Collector inform you? Would it not be sufficient that the Public Works officer should report to you that he has received this order from the Collector?

A—The Public Works officer is generally a *mistri* who understands probably a quarter of what the Collector says and misunderstands three-quarters.

Q—That is, assuming that you get bad establishment?

A—You must assume that.

1 Q—In your answer to question 9 what do you mean by "jointly"? Does it mean that the power of the Collector and the Executive Engineer should be co-ordinate?

A—It means that the Executive Engineer should keep the Collector informed of his action, but the Executive Engineer must be entirely responsible for the relief works.

Q—In that case the work will depend on the personal character of the two officers, the Executive Engineer and the Collector. If their temperaments differ there may be some cause for friction?

A—I do not think there would be any more than goes on in all departments.

Q—Were you hard pressed in the commencement for want of tools and plant, and of sufficient establishment?

A—We suffered from want of establishment to a great extent. We had the establishment but it had to be trained.

Q—Did you ever advertise for any native educated graduates?

A—I had five or six Sub-Overseers of the Poona College who had just passed out.

Q—Those are professional men?

A—Yes.

Q—I mean ordinary young men who had finished their education and were candidates for *narb mamlatdarships*. You have heaps of them?

A—No, I had the works part of my establishment entirely separate from the rest. In the works part I had professional men.

Q—But the actual work is very simple, it consists in merely measuring boundaries and levelling?

A—There is a certain amount of labour which requires trained men.

Q—Your gratuitous relief on works was represented by kitchens? You did not manage them? It was the civil officer who did that?

A—I think arrangements were made by him. The Collector had the money part. I had very little to do with accounts but I managed the children, and saw that they were properly looked after and clean. I considered that my work.

Q—You had one organization for controlling work, and you had another organization for looking after sanitation and kitchen and food?

A—Yes, I looked to my workmen and tried to get a proper task from them, and I looked to the special civil officer to look after sanitation and so on.

Q—Could you not have concentrated 4,000 or 5,000 men at one place?

A—The only result would have been to get a large quantity of metal which was not required.

Q—Do you think that your works were of great use to the country?

A—I am inclined to think that they were of much more use than they are generally supposed to be. The difficulty was that the programme of relief works was made rather in a hurry, and perhaps the work that has been done in some directions may not be very useful. I take it that the whole of the metal work ought to be extremely useful. Money will be saved in the future to a great extent.

Q—We have been told by a native witness that village tanks and village wells and so on would have been much more useful to the country than the works that have been carried on?

A—It would be difficult to check such relief and sanitation would go by the board.

Mr Nicholson —Did you have occasion at all during the present famine to do work like digging *moorum* or blasting rock ?

A —Yes, we had to blast rock on two works

Q —Do you think that can be done readily by ordinary famine labour ?

A —Yes

Q —But you were able to do blasting work by means of famine labour ?

A —Yes

Q —Do you think that it would be possible to employ famine labour to dig wells ?

A —Yes, but is difficult

Q —Were there on your works very many orphans ?

A —There were very few in my district

Q —How were they disposed of ? Were their relations willing to take them ?

A —Yes, when the missionaries wanted the children.

Q —You had not many ?

A —I had 60

Q —Did you find in the neighbourhood of these works many liquor shops ?

A —No

Q —Was there any trouble about the liquor question ?

A —No

Q —Did people on relief works spend their wages on liquor ?

A —No

Q —We find in your statement "A" that in January out of 16,000 people 11,000 were on *minimum* wage and in February of 1901 out of 33,000, 27,000 were on *minimum* wage. Was that due to the difficulties you mentioned ? Was that simply because people thought they need not perform full task ?

A —They had got an idea that there was a Government order to pay them *minimum* wage even if they did not do full work. I had great difficulty in inducing them to believe that they were to be paid according to the work they did. They would not believe it. They did not like at all to be made to work but as soon as they realized their position, there was no more trouble.

The President —Is that the result of actual experience ?

A —Yes

Q —They got this idea in their heads that they could take *batta* and do no work ?

A —Yes, undoubtedly

Q —Was that due to any previous experience ?

A —I cannot say. It may have been due to demagogues

Q —Had they a slang term for famine ?

A —Yes, *three annas and aram*

Q —Is it possible that many of the labourers had no land ?

A —Yes, it is possible

Q —They are more easily described by castes than by occupation ?

A —Yes

Mr Bourdillon —How were the labourers classified ?

A —We had Class I for males and Class II for women and weakly men

Q —You divided them rather according to their power of labour than their sex ?

A —Yes

Q —Had you any women on work ?

A —Yes

Q —If a woman worked in Class I, she would do less task and get a woman's wage ?

A —Yes

Q —Did you find that that they worked satisfactorily ?

A —I found great difficulty in inducing women to work

Q —Did the system of dividing, not by sex but by capacity to work, suit them ?

A —Yes

Q —There was no complaint ?

A —No

Q —Did you sub-divide Class II

A —Yes. Class II-B were weaker workers employed on metal-breaking. Gratuitous relief was divided into two classes, those who could not work at all, such as blind people and those who could do a little work, such as cleaning the camps. They might go from the first sub-division of Class IV into the second sub-division of Class II.

Q —Was there any difference in wage ?

A —I think those who were in Class II were treated leniently

Q —Was that for your own satisfaction ?

A —Yes

Q —What is your opinion about the nursing mothers ?

A —They were always a trouble to us. They were employed to clean the camps and to do general work of that sort

Q —Light work ?

A —Yes. Sometimes they refused to work at all and said that Government was bound to support them and their children. Then I put them on short wage

Q —What about the non-working mothers ?

A —They were given an extra allowance in the kitchen.

Q—Did they get anything extra in the kitchen?

A—Yes, they were supplied with condensed milk and so forth

Q—In March your tasks were raised?

A—Yes

Q—What was the result of that?

A—I do not think it had any result

Q—You had another system by which new comers were not fined. They received the minimum wage?

A—They received the minimum wage. It depended on their health. If they were emaciated they would be sent to hospital.

Q—Otherwise they were allowed ten days on the minimum wage?

A—Yes

Q—It was said people went from work to work claiming the minimum wage for ten days on each work?

A—I do not think they could do that, as the works were under the same Sub-Divisional Officer.

Q—Are you satisfied with the working of weekly payments and measurements?

A—I believe so. I do not think there is any great difficulty at the beginning. I think it is absolutely necessary that there should be nothing like *katcha* measurement in pencil for that gives an opening to fraud against which there is no check.

Q—When were the measurements made?

A—At the end of the week.

Q—Were you satisfied with their accuracy?

A—Yes.

The President—Supposing that under your system of taking measurements and making payments at the end of the week you find that some part of the work that ought to be done has not been done not through contumacy, but owing to the difficulty of the work?

A—I think the Sub-Divisional Officer should be given discretion to decide such cases.

Q—With regard to weekly payments it has been the experience elsewhere that they do not work well. It is found that people who are living at a distance from the works prefer to deal with their own *bantias*, for if they borrow from other *bantias* they become much indebted.

A—It is very possible. I do not remember a case like that in my district. I think that the Special Civil officer is the man to find that out and stop it.

The witness subsequently wrote—

(1) Note—I do not remember ever to have used the word “jointly,” and neither that nor “co-ordinate” express my view which I have explained clearly in a separate memorandum. Under my view of the relative position of the Collector and the Executive Engineer there can be no more friction than exists in all Departments between Superior Officers and officers subordinate to them.

#### MEMORANDUM ON THE PROPOSED ABOLITION OF MINIMUM WAGES

The minimum wage is the lowest which will keep the worker in condition to resist disease and adverse climatic circumstances. It is essential that the wages of workers should not, except for very short periods, be allowed to fall below this limit. The Special Civil Officer, or other officer charged with the care of the health of the workers must therefore be empowered to order the introduction of the minimum with either individuals or gangs. This is what I mean by using the minimum wage as a safety valve, and I would check its use or abuse by a weekly report, submitted to Collector and Executive Engineer, showing total number and number earning below minimum and number receiving higher wages than those earned.

#### MEMORANDUM ON THE QUESTION OF WHETHER DIRECT ORDERS SHOULD BE GIVEN BY THE COLLECTOR ON LARGE RELIEF WORKS

The Collector is supreme in all matters, including technical, on relief works in his district. In case of difference of opinion the Executive Engineer must carry out his orders, but has a power of appeal to the Commissioner through the Superintending Engineer. I am fully convinced of the necessity for this subordination of the Executive Engineer to the Collector in famine matters.

2 The Collector holds the Executive Engineer responsible for the management of the relief works, and should be very careful to support his authority. Their relations are analogous to those existing between the Superintending Engineer and his Executive Engineers or between the Executive Engineer and his subordinates in immediate charge of works. In neither case are orders given by the superior officer direct except in case of emergency, and then a copy of the order is sent at once to the inferior officer.

3 It is difficult to imagine any thing less business like or more likely to cause confusion and friction than the suggested practice of giving orders to subordinates on works and leaving them to report these orders to their superior officer. A bad subordinate would not hesitate to foster friction between his superiors if he saw advantage to himself from it. And the best subordinates are apt to lose their heads in talking to officers in high authority who are strange to them.

4 In cases of emergency, which are very rare, ordinary rules must be set aside, and I would expect, as I have said in my answers, the Collector or any other District Officer to give direct orders if he considered that serious evil would result from awaiting my action. Otherwise I would expect the Collector either to give me orders or to leave the detailed action to

my discretion, and other District Officers to bring to my notice the matters requiring amendment

5 I have in my written answers raised objection to paragraphs 38 (b) and (c) in our Famine code I wish to state that my objection is a business one, to allowing any one to come between me and my subordinates who are carrying out work for which I am responsible I have no objection to the Assistant Collectors being made, as Assistant to the Collector, superior to me, in these special circumstances I can always appeal to the Collector in case of difference of opinion



Mr. H. V. R. Kemball.

*Answers by Mr. H. Kemball, Executive Engineer,  
Poona District, to the Questions drawn up by  
the Commission.*

*Introductory*

Questions 1 to 5

I can give no information on these questions.

*Preliminary Action*

*Question 6*—Was the necessity of relief assumed from the fact of crop failure, or was proof of necessity required by compliance with tests?

Test works were first opened. On these the system was piece-work without a minimum, but with a maximum, and without allowance for day of rest or dependants. Proof of necessity was, therefore, required by compliance with this test

*Question 7.*

This is the Collector's business.

*Question 8*—What particular relief measures did you first undertake?

The first relief measures, so far as I am aware, were the opening of test works in central positions in areas of suspected distress.

And what tests were applied to gauge the extent of the distress?

The numbers on the works and the localities from which they came

*Question 9*—How were you prepared to meet famine?

(a) Lists of relief works were ready—Famine Statement B.

(a) Were lists of relief works ready?

These relief works have proved more than sufficient to meet requirements

Had the works on that list been actually located?

The larger number of the works were metal-breaking works. The road construction works had not been located before the famine, but were located as necessary when orders for preparation were received

Had surveys and estimates of cost been made out beforehand?

Estimates of cost of the metal-breaking works had been made out beforehand. Of the four road-construction works, one had been surveyed and the estimate was nearly ready. The surveys and estimates of the others were commenced when the probable necessity of relief measures became apparent

(b) Did the relief programme include scales of establishment necessary to meet any emergency?

General instructions are given in the Code. Further instructions were issued from time to time.

Were lists of candidates qualified for Famine service kept up?

This question probably refers to the Collector. Lists of works establishment were not maintained, and would have been useless

*Question 10*—Did the relief programme contemplate large public works or small village works as the backbone of the relief system?

Large public works.



Yes.

If the former, was a programme of village works ready in reserve from the beginning?

The Collector will answer these

Questions 11, 12 and 13

I have not considered this question, but I have found it difficult at times to get a sufficient water-supply for my camps from existing wells. And there is always trap rock at varying distances below the surface. They can be made in much greater numbers than at present, but only in favourable localities, and the cost of construction and the scarcity of cattle are objections.

Question 14—Can irrigation wells be made in your district or any portion of it?

No detail has been kept which would give this. I have not measured the depth in any wells, but think that in those wells which I inspected in December 1899, the depth below the surface was from 20 to 25 feet.

What was the average depth below the surface of water on the cessation of the rains in 1899?

The Collector will answer this.

Was the digging of wells encouraged by loans, &c?

So far as I know, labour was the first criterion of need for relief. The first works undertaken were test works consisting of metal-breaking on Provincial roads. They were financed from Provincial Funds, and the expenditure on them transferred to "33 Famine" when converted to relief works.

Question 15—If labour was the first criterion of the need for relief, what works were first undertaken?

No.

Were they ordinary works under District or Local Boards?

Under the supervision of the Executive Engineer, Public Works Department, and his establishment.

And under whose supervision were they conducted?

The task for metal-breaking for Class II was 8 cubic feet, and for children 4 cubic feet. It was made out in this way. A gang of 24, Class II, and 12, Class III, with Muccadam and two hammermen, was assumed. The output of this gang in ordinary times was estimated at 300 cubic feet, the task for Class II being taken at 10 cubic feet and for Class III at 5 cubic feet.

Question 16—What tasks were exacted on test works?

The pay of the gang at maximum Code wages was calculated for each wage basis. This pay, divided by 3, gave a rate per 100 cubic feet. This rate, increased by 25 per cent, was taken as the piece-work rate for each wage basis.

Sex was considered in classifying. Men of good and fair physique were placed in Class I. Men of poor physique and women in Class II. Workers in Class I were never employed in breaking metal. They were employed in quarrying and as hammermen in breaking up large stones. One gangman and two hammermen were employed in each gang, and their pay was included in the piece-work rate. Previous occupation was not considered, or, rather, it was assumed that all were inexperienced. The piece-work rate was increased by 50 per cent for the first fortnight and by 25 per cent for the second fortnight to allow for this. These higher rates made the tasks for Class II  $5\frac{1}{2}$  cubic feet and  $6\frac{2}{3}$  cubic feet respectively.

And was the same task taken from every one, irrespective of sex and previous occupation?

Question 17 — Was payment in strict proportion to results?

Was there a maximum wage?

A minimum wage?

A rest day allowance?

Or an allowance to dependants?

Question 18 — What circumstances induced the conversion of test works into regular relief works?

Question 19 — When it had been decided to open regular relief works, what works were first opened? Large public works or small village works?

Question 20 — Under whose control were these works?

Had the scale of Supervising Establishment been prescribed in advance, and was that Establishment ready?

Was there any delay in opening the works?

Were tools and plant available?

Question 21 — Were the works divided into charges, and, if so, for what maximum number of workers did the charge provide?

Payment was in strict proportion to results

Yes. A gang register was maintained. In this the name, caste and village of each worker in each gang was shown, and the presence or absence marked each day as in a muster roll. From this the number in each class, the number of days they worked, and the amount payable at Code maximum wages, were shown in the piece-work form. The quantity and value of the work done by the gang was also shown, and the gang was paid whichever was less of these two sums.

No

No

No allowance was made to dependants either in cash or food.

The Collector ordered the conversion and will, no doubt, answer this question. I understand that it was the use in numbers on the test works.

### *Large Public Works.*

Large public works. These works were the metal-breaking works on Provincial roads, started as test works.

Under control of the Executive Engineer, Public Works Department.

The scale of inferior works establishment had been prescribed in advance.

The establishment necessary was obtained, when required, without serious difficulty.

No

Yes, tools and plant from the previous famine were available. When numbers rose rapidly, I was for a short time hard pressed, but the workers were always tasked.

They were not divided into complete charges, each with its separate and complete staff, technical and civil. This was rendered impossible by the scarcity of qualified superior establishment and the necessary scattered nature of the works.

The unit of charge was the camp, and the number of workers in the camp did not usually exceed 1,000. Each camp or group had its separate and complete inferior establishment, which will be detailed under the next question.

A Special Civil officer was in charge of the relief work which contained a number of such camps. The maximum number of workers in his charge was about 12,000.

The Public Works Sub-Divisional officer was in charge of the technical work in his sub-division, which was the same as in ordinary times.

The numbers given were rarely exceeded and only temporarily. Now camps were formed as necessary, and new Special Civil officers were appointed as their work became too heavy for them. When the Special Civil officer's charge was heavy and scattered, an Assistant was given to him.

See above.

The works establishment consisted of one Master, mustering karkuns at the rate of 1 for 250 workers, and Mucedums at the rate of 1 to every 4 gangs. These were under the Public Works Sub-Divisional officer with sub-overseers to assist him. They assisted the Special Civil officer in everything connected with the health of the workers on the works, and carried out technical work on requisition from him. They gave him all information he required. Otherwise they were not under him.

The Special Civil officer's establishment was as follows. Where there was a kitchen, a kitchen superintendent was in charge with his establishment, which will be given in detail below under heading "Gratuitous Relief."

A Head Karkun in each camp had charge of the maintenance of order and the bodily welfare of the people. His duties were to supervise the work of, and muster the establishment for, cleaning and watching the camp, the sanitary establishment and the water-supply establishment.

The nominally worked people were employed in cleaning the camp. Six Rakhwaldais were appointed for watching.

The sanitary establishment consisted of one sweeper for each latrine, and guards whose number varied according to the nature of the surrounding country.

The water-supply establishment consisted of five men to each well to draw water, to supply the workers and to guard the supply. This number was considerably exceeded when the source of supply was a river, or where the camp or works were at a considerable distance from it. In addition, guards were appointed as required, to prevent the workers from using stagnant pools or unprotected wells.

Carrying parties were employed as required for the supply of water to the kitchen and hospital. And when an epidemic prevailed, search parties and grave digging and burial parties were maintained as required.

These are given at length in paragraphs (2) to (7), Appendix IV of the Famine Relief Code. They were followed on my works. Before the monsoon the camps were laid out as prescribed, but the people huddled themselves with brushwood. In the monsoon varying types of huts were used of the cheapest materials available in the different places.

Was that number ever exceeded? And, if so, what steps were taken to relieve the pressure?

Question 22—Had each charge its own establishment?

If so, please give that establishment in detail.

What, if any, arrangements had been prescribed beforehand for hutting or sheltering the people?

For conservancy or sanitation?

These are given in detail in paragraphs (8), (12) and (13) of Appendix IV. Latrines trenches were always used.

For water-supply?

These are given in detail in paragraph (9) of Appendix IV. Either masonry cisterns or iron tanks were used for storing the supply, and these were emptied and cleaned out daily. Wells were hedged in

For food supply?

Paragraph 92 (b) of the Famine Relief Code gives the duty of providing a bazar, when necessary, to the Special Civil officer. He and the Travelling Inspectors tested the quality and price of the food continually

And for medical conveniences and supervision?

These are given in paragraph 94 and Chapter XIV of the Famine Relief Code. The scale of hospitals was laid down in a circular by the Sanitary Commissioner

*Question 23*—Was admission to the works free to all persons ready to submit to the labour test, or was any system of selection (e.g., by tickets) tried at the commencement?

Admission was free to all willing to work

No system of selection was tried at any time.

Was a distance test of any kind insisted on?

No distance test was insisted on, but when works were closed and the workers drafted, large numbers refused to go.

And was residence on the works compulsory?

Yes, except in the west where the Kohls and hill tribes are. It was found very difficult to enforce it, but in epidemics it was strictly enforced.

*Question 24*—On the facts that came to your notice, what is your opinion as to the area or population which a large public work, &c., may be expected to serve?

I can give no opinion.

What distance from their homes did applicants for relief go?

This is a very difficult question to answer. Destitute people will go almost any distance in search of relief. Before my works opened, considerable numbers went from my district to the Nagar District, a distance of over 30 miles at least. And I have seen considerable numbers passing through my district from other districts on their way to Bombay. Again, after the last monsoon, numbers from this district went to the Central Provinces. But in the ordinary way my workers came from within a radius of 12 to 15 miles.

*Question 25*—Were officers of the Department of Public Works subordinate to the Civil Authorities in all matters?

Paragraph 38, Famine Relief Code, deals with this. Powers under 38 (b) and (c) were little used, for which I am thankful. If the Executive Engineer, who is responsible for the management of the relief work, is to have orders given to his subordinates except through him, the sooner he is relieved of this responsibility the better.

If not, please specify the matters in which they were independent

The Executive Engineer was subordinate in all matters to the Collector. In cases of disagreement on technical matters, he had a power of appeal through the Superintending Engineer to the Commissioner.

There was a Special Civil officer for each relief work, or portion of a relief work when that was greatly extended

From the class of Táluka Head Kárkun or Second Kárkun, I believe

Rs. 60 per month, with Rs 15 per month, horse allowance, I believe

As regards technical matters the local representatives of the Public Works Department were not subordinate to him, but they were ordered to supply him with full information regarding such matters when asked for. They carried out work of a technical nature in the camps on requisition from him

As regards classification, ganging, and all matters connected with the bodily health of the workers, he had full authority over them

Yes

As regards (i), (ii), (iv), (v), (vi) and (vii), these duties were the special duties of the Special Civil officer, and he was responsible for them

As regards (iii), he had power to check, as shown above, and he had authority to order wages in excess of those earned when he considered it necessary.

As regards (viii), he submitted his kitchen accounts direct to the Collector, and his weekly diary through the Executive Engineer to the Collector

It was not found practicable that "some one officer, resident on the work, should, subject to control from above, have chief command and be 'the officer in charge' "

The charges were small and scattered. Special Civil officers of the quality desired were not available in sufficient numbers. Neither Maistris nor Head Kárkuns were competent. The works under one Special Civil officer were so scattered that it was impossible to make him the "officer in charge" in this sense. And this objection was still stronger in the case of the Public Works Sub-Divisional officer, who was also always of higher standing.

The plan adopted of dividing the responsibility was simple and met the requirements of the Famine Commission of 1898.

No. The task is a technical matter and is decided in the Public Works Department. The decision as to which task is applicable is equally a technical matter, and in my experience the Special Civil officers were not competent to decide it. If the Special Civil officer considers that the task is too heavy and is affecting the health or condition of the workers, he would order the payment of wages in excess of those earned, and the question would be referred to me for decision.

Question 26 — Was there a Civil officer for each charge?

From what class was he taken?

What salary did he receive?

And what was his position with reference to the local representatives of the Public Works Department?

Had the Civil officer in charge full authority to assure himself that measurements were correctly and punctually made?

And that the orders of Government were being followed in all the matters mentioned at the end of paragraph 426 of the Report of the Famine Commission of 1898?

Question 27 — If local conditions were met with, which affected the application of the prescribed tasks, did it rest with the Civil officer in charge to decide which of the prescribed tasks was applicable (e.g., in varying strata of soft and hard earth)?

*Question 28*—How were the gangs of labourers constituted?

On metal-breaking works, at first mixed gangs containing quarrymen and breakers were employed. These were found objectionable and afterwards separate gangs for quarrying and breaking were employed. The quarry gangs consisted solely of men in Class I. The breakers' gangs consisted of men and women in Class II and children in Class III and, if necessary, one or two hammermen for breaking large stones.

On earthwork and other construction work mixed gangs of diggers and carriers were employed.

And what was the size of the gangs?

The gangs contained 30 to 40 workers.

Were arrangements made to secure village or family gangs as far as possible, and with what success?

Village gangs were employed throughout as far as possible. Attempts were made at the commencement to form family gangs, but it was first found advisable to separate the nursing mothers into gangs. Then the children were separated, and the weakly persons were separated. And, as stated above, on metal-breaking works the men in Class I were formed into separate gangs. The families were thus largely broken up. The reason for the separation was the necessity for different treatment of the classes.

*Question 29*—What classification of labourers and what wage scale was adopted, and how does it compare with the classification and wage scale of paragraph 445 of the Report of the Famine Commission of 1898?

The classification was the same as that recommended by the Famine Commission. The special class received 25 per cent over the wage of Class I.

The wage scale was the same as that recommended by the Famine Commission in paragraph 456 of their Report, with the exception that the wage of Class I was 19 chataks instead of 20 chataks, and the wage of Class III was maximum 10 chataks and minimum 7 chataks, instead of the fixed wage of 8 chataks recommended by the Commission.

How far did experience justify departure from the latter (a) from the administrative point of view?

As regards the maximum wage for adults, experience showed that 19 chataks was sufficient. When the work was very arduous, special class rates were given.

As regards the wage of Class III, the change was certainly advisable. It was necessary to include in this class children of very varying growth and physique. For the stronger, the wage of 8 chataks was insufficient and the varying scale enabled allowance to be made.

(b) From the point of view of economy?

It is impossible in the insufficient time at my disposal to get together figures. The economy in the case of Class I was certainly not great, as the average wage earned by Class I was probably the mean between maximum and minimum. And the same applies to the probable slight excess in cost in the case of Class III.

*Question 30*—Did your experience lead you to consider that any, and if so what, distinction should be drawn in the classification and wages of men and women?

No. I consider that the classification recommended by the Famine Commission (and wage scale also) is as good as possible.

Did the absence of such distinction lead to any difficulty?

No.

The financial aspect was not appreciably affected in my district. The women were considerably in excess of the men, and the number of men in Class II was so small that it may well be neglected.

The Code task system was introduced on all relief works when opened or when converted from test works.

The two systems were carried on simultaneously in the same district at the commencement before all the test works had been converted into relief works. And when distress became less acute, another system of payment by results was introduced into the different sub-divisions as the crops ripened or work became available.

Yes. At one time quarrying was done by piece-work with a maximum, but was found objectionable, and task work was then introduced.

I am of opinion that a hard and fast system of payment by results is unsuited. When the people arrive, as they do, in very poor condition, even a very large increase in the piece-work rate would not be sufficient to meet the case. Cold and rain and epidemics all reduce the outturn and would reduce the wage at the time when it should be at its highest.

At the same time I consider it very advisable that the Executive Engineer should be empowered to introduce payment by results for any or all of the gangs, whenever he considers it can be done without damage to the condition of the people.

I cannot see that, when the workers are in good condition, it makes any difference whether the distress is acute or not. And the power to introduce payment by results would render possible the elimination of those not distressed who come to the work for want of anything better to do.

I would prefer task work without a minimum to piece-work, because the Code system would always be applied to new-comers and the change from the one to the other could be made at any time with the greatest ease.

The task exacted on test works has been given in my answer to Question No. 16 above.

On relief works, which were entirely metal works at the beginning, the first tasks were for Class II 5 cubic feet for blasted metal and 4 cubic feet for boulder metal. The tasks for Class III were half these.

It was graduated to the class of workers, *i.e.*, for age and sex, but not for previous occupation. The full task of the class was demanded from all in good condition.

No. It was open to all to live on the works, and as far as possible this was enforced.

Please consider this question also in its financial aspect.

*Question 31* — Was the Code task system introduced from the outset, or was some system of payment by results first adopted?

Were the two systems carried on simultaneously or not (a) in the same district or sub-division of a district?

(b) On the same work?

*Question 32* — Did your experience lead you to agree with the Famine Commission of 1898 that a system of payment by results was unsuited to conditions of *rento* distress or actual famine? Or do you consider that, if started in time, relief can be adequately afforded in cases of severe famine by works conducted throughout on a system of payment by results?

*Question 33* — What task was exacted at the outset?

Was it graduated to the class of workers, or was the full task demanded from all?

Was any allowance made for the distance workers had come?

Were subsequent changes of the task in the direction of greater leniency or greater severity?

What were the circumstances which led up to the change, and with reference to what classes of persons were they introduced?

*Question 34*—Did your experience lead you to believe that the scale of wages adopted was adequate, inadequate, or unduly liberal? What, in your experience, was its effect upon the condition of the workers?

Was there any evidence that the workers saved upon their earnings?

Did copper coin return freely to the Banyas? Please give reasons for your opinions.

*Question 35*—Was a rest-day wage given, or could the workers earn more than the full wage to support themselves on the rest-day?

Which method does your experience lead you to prefer?

*Question 36*—Does your experience lead you to consider that the minimum wage is too high and that fining for short work should be continued down to the penal minimum or to something between the penal and minimum wages?

*Question 37*—Was the minimum wage allowed at the outset?

If not, was there a penal wage and was there a tendency to fine down to it?

Did the penal wage become the wage generally earned? If it did, to what do you attribute the fact?

In March the tasks of Class II were raised to 6 cubic feet under orders of Government, and I obtained permission to take this task for blasted metal and a task of 5 cubic feet for boulder metal. I also obtained permission to reduce the task of Class III to  $1\frac{1}{2}$  cubic feet.

In the case of Class II, I believe that it was the result of consultation of Executive Engineers. I consider the new tasks not excessive. In the case of Class III, I proposed it because a large proportion of my children were very small and weak. The new tasks were introduced to all.

*Adequate* Not inadequate, because I never saw any falling off in condition in workers earning the maximum mean or minimum wages. Not unduly liberal, because all complained that they could not fill their stomachs, were not all particular as to the class of gram they bought, provided that it was cheap, and were always ready to take advantage of anything they could get, nutritious or not, to increase the bulk of their food.

I saw none.

Weekly payments were made and not much copper coin was used. It was found difficult in places to collect copper, as the workers dealt largely with outside Banyas and travelling vendors on bazar day.

One-sixth of the minimum was given for each day of work. This formed the rest-day allowance and was not subject to fine. The work was task work and it was therefore not possible to earn more.

I prefer this system to the rest-day wage, though it differs little from it. I prefer to either the system I had in force for some time of adding one-sixth of the minimum to maximum mean and minimum and omit all mention of the rest-day allowance.

No. I consider that the minimum wage is the lowest that can be applied automatically.

Fining for short work should, in my opinion, be more severe and of short duration (one week only). It should only be applied after special inspection of the gangs to be fined, by a responsible officer not below the rank of a Sub-Divisional Officer in the Public Works Department.

Yes, on relief work.

A penal wage was introduced later. It was confined to able-bodied adults in good condition and was applied automatically.

It did on one work for two or three weeks. On this work the people were determined to do no work and were fully convinced that Government had reduced the minimum, without connection with the quantity of work they did. (This, indeed, was the general opinion.) To convince them, I had to fine more heavily in the worst instances and to punish the establishment.



On another work, where the people had been disheartened by epidemic, a large proportion of the workers earned the penal minimum for several weeks in succession, with the result that the percentage earning the penal minimum increased. I increased the wages for four weeks and with successful result.

In the first case there was no noticeable falling off in condition in the short time that the penal minimum prevailed. In the second case a careful watch was kept for some time, and the falling off in condition was so little noticeable that it would not have been detected if it had not been for the falling outturn.

Payments were made weekly

No. It would lead to great waste of time and would not, in my opinion, have any tendency to take the workers out of the hands of the Banyas.

Daily payments were not practicable on my works, as the works were so scattered and competent cashiers not easily obtained.

Payments were made on the weekly pay day only. Those who were in need were given orders on the Banya to be recovered on pay day.

The workers were certainly in the hands of the Banyas to a great extent. I do not see how this can be prevented, for the wage is not intended to fill the worker and he will always get more on credit if he can. When the works closed the workers usually left debts unpaid and no great harm was done.

On the test works to the head of the gang, on relief works to the individual.

Individual payments certainly started with a prejudice in favour of piece-work with payment to the head of the gang. Theoretically this is good. But I found that the gangman very frequently had no previous acquaintance with the members of his gang, and was always incompetent to make a fair division. The result was that the mustering kaikun made the division without check and in any case a fair division is very difficult.

Yes. Statement for end of April, when number on works was highest.

And what were its effects?

*Question 38* —How often was payment made—daily, weekly, or at what other interval?

If weekly, did your experience lead you think more frequent payments desirable?

Or practicable?

*Question 39* —When people first came on a relief work, were they paid daily or at longer intervals?

Did you find that payment otherwise than daily threw the workers seriously into the hands of the Banyas?

*Question 40* —To whom was payment made? To the individual or to the head of the gang?

Which method did your experience lead you to prefer?

*Question 41* —Can you give, for two or three typical relief works, figures showing, at the time of greatest pressure, the number of relief workers earning—

(a) the full wage,  
(b) the penal wage,  
(c) a wage between the full  
and penal wage?

Name of work.	(a) Number earning full wage	(b) Number earning penal wage	(c) Number earning wage between the two
Collecting metal—			
On the Poona-Sholapuri Road	1,781	625	5,081
On the Bombay Mail Road	222	5,975	2,823
On the Poona-Nasik Road	640	673	6,060
On the Poona-Nagpur Road	86	11,584	2,861
Improvements to the Indapur-Baramati Road (construction)	466	1,230	3,961

This week was about the 5th after the introduction of the penal minimum. As stated above, my system of fining was also in force and the figures showed very considerable improvement very shortly after this week. A general statement accompanies

Did people remain long on the works on the penal wage?

Yes. The penal wage did not have the effect of driving people off the work, unless they heard of other works where it was not enforced.

*Question 42*—If a system of payment by results was in force, was it one of the systems described in paragraphs 208 to 212 of the Report of the Famine Commission of 1898, or in what respects did it differ from them?

No. The system adopted in my district is not quite the same as either A, C, or E. It may be described as Code task work without a minimum. Dependants were fed in kitchens. Where a work which had been closed was re-opened, no allowance was made for dependants either by food or cash payments.

Individual payments make piece-work so cumbersome as to be impracticable. I have found little difference in the proportion of women to men throughout. It was always about 3 to 2.

*Question 43*—What was the maximum wage?

The maximum wage was the maximum wage of our Code.

And what arrangements were made for the relief of children?

These were fed in the kitchens. On works re-opened and on which there were no kitchens, no allowance was made as on test works.

Or for the relief of weakly persons capable of some work?

Reduced tasks. These were included under Class IV (i) in the totals of workers.

Did the arrangements for the latter take the form of task work with a minimum wage, or piece-work at favourable rates, and which, in your experience, is preferable?

Task work with a minimum wage. I prefer this to piece-work, because I consider that no automatic system is advisable with such infirm persons.

*Question 44*—Were contractors employed at any stage of the famine?

No.

*Question 45*—Under the payment by results system, were muster rolls kept up, or what arrangement was there by which, on emergency, the Code task system could be promptly introduced?

On test works, before famine was declared, muster rolls were not kept up. The gang register was kept up and was a continuous muster roll in book form (see above under test works).

On relief works the muster roll was kept up.

The ready reckoner for price wages is published in the Famine Relief Code. The Special Civil officer fixed the price of grain to be taken for wage basis for each camp, entered the same with the name of the grain taken in his weekly diary, and reported the same to the Táluká Mámlatdár each week.

The cheapest sound grain used by the workers in ordinary times, or the cheapest sound grain used by them of their own choice in famine times, whichever was the cheaper. In my district the grains used were náglí, rice, juvári and bájrí.

Yes, the nearest number of even pounds to the rupee was taken for the wage basis.

The Collector informs the Executive Engineer that the relief work is to be opened, giving the probable numbers at opening and total. The date of opening is arranged in consultation.

Establishment is collected. The site of the main camps, kitchens, hospitals, &c., is selected by the Executive Engineer and the Public Works Sub-Divisional officer, if possible under the advice of the District Medical officer. The water-supply is seen to.

The Sub-Divisional officer sends in his requisitions for tools and materials to the Executive Engineer who supplies them. The work of constructing kitchen and hospital, water-supply arrangements, &c., are pushed on.

The Special Civil officer arrives a few days before the camp is to be opened, having obtained his utensils from the Mámlatdár, and prepares his kitchen for opening, sees to the bazar arrangements and water-supply and sanitary arrangements.

The Sub-Divisional officer prepares for the commencement of work by lining out the work, if necessary, and instructing his establishment.

On the day of opening the Special Civil officer receives the new-comers at the receiving place, marked with a flag, enters their names in his register, classifies them and sends them with their classification to the Maistry. When they have arranged themselves into gangs and chosen their gangman, the Maistry distributes the gangs to the mustering kárkuns, who muster them.

The Special Civil officer takes the dependants into his kitchen.

This is done by the Executive Engineer on requisition. The scale of tools required has been made out by him previously.

The Maistry marks out the work to be done by each gang in the week always, and day if possible. At the end of the week the Maistry measures the work done by each gang, of course with the help

*Question 46.*—Under whose orders was the prices scale for the calculation of wages fixed?

On what grains was it based?

Were small variations in the prices neglected?

*Question 47.*—Please trace distinctly the procedure adopted in opening a relief work.

Admitting and classifying labourers.

Providing for dependants

Providing tools and plant

Marking out work and measuring it up.

of his establishment, calculates the percentage of work done by the gang and gives this percentage to the mustering karkuns, who calculate from it and enter in the muster roll the wage due, and complete the muster roll by entering the allowance for rest-day and totalling.

The probable sum of money required for payments has been estimated by the Maistry and reported to the Sub-Divisional officer, who obtains the cheques required from the Executive Engineer. The cashier cashes the cheques and makes the payment in the presence of the Special Civil officer or Inspector or any respectable person who may be present.

Imposing fines

The fines were usually imposed automatically. 100 per cent. of task earned full wage, below 75 per cent. earned minimum wage, and between 75 per cent. and 100 per cent. earned the mean wage. When the penal minimum was introduced, this was given for below 50 per cent. of the task. The Special Civil officer had power to remit fines by writing his order to that effect on the muster roll.

Conserving the water-supply.

All unprotected sources were guarded to prevent use. Drawers were appointed to draw water from the selected sources (also guarded), which was stored as drawn in masonry or iron cisterns. From these cisterns it was distributed to carriers, who took it to the workers on the works, and in the morning and evening to the workers. If the source of supply was near the camp, the cistern was placed close to it. If the source was at a distance from the camp, the cistern was placed at the camp and filled by carriers or carts.

The cisterns were emptied and cleaned daily, and the workers were never allowed to approach close to the cisterns.

And arranging for hospital requirements

The Surgeon-General, the Sanitary Commissioner, the Civil Surgeon and the District Medical officer saw to these.

*Question 48*—Under whose orders were tasks and wages stiffened or relaxed (i.e., the Collector, the Commissioner, the Famine Commissioner, or the local Government)?

Tasks were fixed by the Executive Engineer subject to approval by the Superintending Engineer, and the same procedure was followed in stiffening or relaxing them.

Wages were stiffened or relaxed by the Famine Commissioner or the local Government, I believe.

Had the Collector or the Commissioner, &c

The remainder of this question does not come under my Department.

*Question 49*—Were arrangements made at any time to draft people from large public to small village works?

No, so far as I know there never was necessity.

What was the arrangement calling for transfer, and with what success was the transfer achieved?

No transfer was made.

### *Small Village Works*

These small village works were not under Public Works supervision, and I know nothing about them

At one time I was put to some difficulty by having the able-bodied men in Class I drawn away, so that it was very difficult to arrange for quarrying and digging. This occurred only on one or two works, not generally. And I understand that it was tagai work, such as digging wells, which attracted them.

I have seen no reason for considering this desirable.

### *Special Relief*

Not many, so far as I am aware. But the Collector will doubtless give figures.

Not, so far as I know. They were tasked with the others, but were sparingly fined below the minimum.

I found that they came readily and from about the same distances as in the case of other workers. I did not enforce residence in camps with them, but allowed them to find their own camps.

I found no signs of want of success and they gave little difficulty.

In one case I was asked to open a work for a few Ramoshis, who, it was feared, might take to thieving. I opened it on the limited piece-work system on test work rates and rules. I believe that the desired object was attained, and there was no trouble.

I have no information to give on these.

I was preparing to start carting metal by bullocks, when the rain came and rendered it unnecessary. Therefore, as far as I was concerned, nothing was done.

### *Gratuitous Relief*

Small village works were not in my charge.

On large public works dependants were almost entirely relieved with cooked food. The only exceptions were in the case of sub-camps on the point of closing when the majority of workers had been drafted away and a few left to complete the work. It was not economical to maintain the sub-kitchen, and dependants were temporarily relieved in cash.

These questions are not in my Department.

The dole or poor-house ration prescribed in Chapter VII, Famine Relief Code.

### *Questions 50 to 56*

*Question 57* — If large public and small village works existed close to one another, did either draw labourers from the other?

*Question 58* — Did your experience lead you to form any definite opinion as to the desirability or otherwise of extending small village relief works? If so, please state them.

*Question 59* — Are there many aboriginal tribes in your district?

Were special tests applied to them?

Were they forward to take relief, or had relief to be taken near their homes?

How far were the measures taken successful?

### *Questions 60 to 64 inclusive, and 66*

*Question 65* — What measures were taken to prevent mortality of cattle, and with what success?

*Question 67* — How were dependants relieved—

(a) on large public works,

(b) on small village works—  
in cash or uncooked grain or cooked food?

### *Questions 68 to 73 inclusive.*

*Question 74* — What ration was provided?

The emaciated were given the hospital ration until their condition was improved sufficiently for them to be put on the poor-house ration

And how often were meals distributed?

Twice a day half the ration at each time

And at fixed or varying times?

At fixed hours, 10-30 A.M. and 4-30 P.M.

Were people compelled to feed on the premises, or were they allowed to take food away?

They were compelled to eat their food on the premises, as it was found that the able-bodied members of their families robbed them of their food

In all my remarks on gratuitous relief, I am of course referring only to kitchens on my relief works, and not to poor-houses which were not in my charge

*Question 75*

This is in the Collector's Department.

*Question 76* — Was admission to kitchens free or restricted?

Restricted. It was left to the discretion of the Special Civil officer, or his representatives, or the District Inspecting officer, one of whom was always present to see the distribution of food

And, if restricted, what was the method of selection for admission?

All emaciated persons or children under 8 were admitted at once. In case of doubt one of the officers named above decided whether the applicants should be admitted to the kitchen, or put on light work and fed, or sent to the work

The Special Civil officer tested the destitution of the parents of the children, if not on the work, by enquiries.

*Questions 77 to 80 inclusive*

These are in the Collector's Department.

*Question 81* — What castes of cooks were employed?

Maratha women.

Was any reluctance to take cooked food shown by any classes and at any stage? And if so, by what classes and at what stage?

No. A considerable number showed reluctance to go into the kitchen or to take food either cooked or uncooked, and these came from all classes and at all stages.

But if induced to go into the kitchen, all preferred cooked to uncooked food. A few Brahman women were seen who appeared distressed, but they would not take food in either form

*Question 82* — What persons were in charge of kitchens?

The head kitchen was usually in charge of a Kitchen Superintendent, appointed, I believe, by the Collector. He had under him a mustering karkun for every 250 dependants, nurses at the rate of 1 to every 50 children, four Rakhwaldais and a sweeper for the kitchen latrines. Also cooks at the rate of 1 to every 80 dependants and women for grinding grain as necessary

The branch kitchen was under a head karkun with the same establishment, excepting the cooks and women for grinding

What supervision and check was exercised over them?

The Special Civil officer and his assistant, if he had one, were charged with the general management and supervision of the kitchens. The District Inspecting officers and Inspectors also supervised their working and were present as frequently as possible at meal times.

The price of the grain used was reported in the weekly diary by the Special Civil officer, and the Assistant Collectors and the Collector's Travelling Auditor checked the accounts

These questions are in the Collector's Department and I can give no opinion

Questions 83, 84.

### *Suspensions and Remissions of Land Revenue*

These are in the Collector's Department and I can give no information or opinion

Questions 85 to 89 inclusive

### *General.*

This is in the Collector's Department, but I may say that some workers from this district went, before my works were opened, to the Nagar District and I had on my works some few workers from other districts.

Question 90—If the number of persons in receipt of relief in your district at any time exceeded 15 per cent of the population affected, please state briefly the reason for it

Also there was a considerable number of workers travelling through my district towards Bombay at the beginning of the famine and returning at the end of the famine

Not excessive There is a tendency for the inhabitants of large villages in the vicinity of the works to come in large numbers to the work, but so long as these submit to the labour test, they must be considered destitute. I think a distance test would have been useful.

Question 91—Does your experience lead you to consider that relief was at any particular period excessive or defective, and what are the grounds for your opinion?

I have no reason to consider that relief was defective There were considerable numbers of beggars in the vicinity of large towns and villages, but when found near my works these have refused to come to them

Statement B accompanying shows the numbers of the more important classes for the month in which the numbers on works were at the highest

Question 92—To what classes generally did the people in receipt of relief belong?

I can give no information on this point.

Did they include proprietors, State ryots, &c ?

I have no experience of former famines, but I saw no reluctance to come on relief At the commencement of this famine I heard that our relief works were described among the people as "three annas and comfort" and "Government employment" They were disabused of this The District Inspecting officer tells me that he saw numbers passing through to Bombay, who, though destitute, refused to come to our works, and that when the worst cases of these were forced into our kitchens and hospitals, they left again as soon as they had at all recovered condition I believe these to be exceptional cases and collected from the neighbouring districts

Question 93—In your experience, were people more ready to come on relief than in former famines, and, if so, to what is this reluctance attributable?

No I had people on my works for a time who were not destitute, but they were a small proportion And the fact noted above that the people in the vicinity of the works came in numbers showed that they were not disinclined to come before their resources were exhausted.

Question 94—Did facts come to your notice indicating a contraction of private credit or a reluctance of the people to exhaust their resources before accepting State relief?

*Question 95* —Do you consider that the tests of the Code are sufficient to prevent persons not in need of relief from seeking it?

*Question 96* —If you consider the tests of the Code are insufficient, what further tests do you propose?

Or do you consider any method of selection to be practicable?

*Question 97.*

*Question 98* —Where statistics show a very high mortality, how far is that attributable to diseases connected with unsuitable or insufficient food?

*Question 99* —How far was an impure or insufficient water supply a cause of increased mortality?

And what measures were taken to improve or extend the water-supply?

Was permanganate of potash used to disinfect wells and other sources of water-supply, and, if so, at what intervals of time?

*Question 100* —What special sanitary arrangements were made—

(a) on works,

(b) at poor-houses,

(c) at kitchens?

And were they sufficient?

I am of opinion that the Code system of wages, with or without a minimum, is no test of destitution in my district. Compulsory residence is a good test if it could be strictly enforced, but this is difficult

I therefore think that the power of enforcing a distance test, by which the workers could be kept at such a distance from their homes that they could not get to them readily without permission, would be a desirable addition

Failing this, I consider that the *Dákhlā* system, or system of tickets for admission, if practicable, would be an excellent test. It would, of course, be only applied to persons in good condition from neighbouring villages, and I see no difficulty in working it or objection to it. It would apply to a few villages only, say, within 8 miles of the work, and I have no doubt that the Revenue authorities would have no difficulty in selecting the destitute

This is the Collector's Department

This will be answered by others. The Code wages maintain condition, but do not completely allay hunger. The workers eat greedily green leaves or vegetables that spring up after rain. And they also eat the siftings and dust from grain mixed with their sound grain. I attribute to this the prevalence of diarrhoea and dysentery, to which a good deal of the mortality in the camps was due

The water supply was never insufficient. I do not believe that the water-supply had anything to do with the mortality. The wells were from the beginning cleaned thoroughly, and, so far as a layman can tell, the water was absolutely pure. In the cases where the supply was from a river and the same precautions could not be taken, the mortality could not be traced to the water-supply

All wells in use were cleaned. They were deepened when required and, in the case of river beds, fresh wells dug

Yes. Every third day while the cholera epidemic was prevalent, but without noticeable effect

Separate latrines (with trenches) were provided for the sexes at both camp and works. Sweepers were kept to cover the faces with earth, if necessary. Low-caste workers were maintained to keep the surroundings of the camps clean, and guards were maintained to prevent the workers from using *nālas* or other places near camp and works. Rags and other refuse were collected and burnt daily.

Collector's Department

The same arrangements were in force as in the case of works.

Yes. When all did their work properly, the camps were thoroughly clean and sweet



13  
The Special Civil officer and his establishment. The Head Karkuns of camps were in immediate charge of the arrangements

Yes Daily by the Special Civil officer and Head Karkun, and also by the District Inspecting officer and his Inspectors when present on the works They saw that the grain sold was sound and clean and sold at the price fixed

Yes. This happened several times Unwholesome grain was confiscated and inferior grain was removed from the bazar

Prickly-pear fruit was largely eaten. Green leaves, &c, were eaten as stated in my answer to Question 98 above. Wild products were probably largely eaten by hill tribes, but I am unable to speak with certainty on this point without consulting my Special Civil officers, for which there is not time

The fruit of the prickly-pear had no evil effect on the persons eating it, but sucking children came to us emaciated, and, when it was found impossible to bring these into condition, all the natives attributed it to the mothers eating prickly-pear as a well-known fact

As regards green leaves, I have given my opinion in my answer to Question 98 above. As regards the hill tribes, the mortality among them was no greater than among others

Such immigrants were so rare in my district that it is impossible to strike a proportion.

The number was so very small that no separate figures were kept The mortality among them was probably no higher and in any case it would not have affected the death rate of the district.

As regards my works and kitchens, there were very few orphans Missionaries were anxious to take them, but relatives always appeared and claimed them Two orphans were sent from one work, when the kitchen was closed, to a Hindu institute in Poona

This is really not in my Department But, as a business matter, I consider it advisable that, under object I (a), the distribution of clothes and blankets on relief works should be kept quite distinct from the distribution of the same in the villages, and made through the Executive Engineer and his Special Civil officers.

I am of opinion that this provision of clothing would be better undertaken by Government, and do not believe that it would add appreciably to the cost of relief, provided that it were laid down that the object was the preservation of decency and health.

Who supervised them ?

Question 101—Was there a regular inspection of the grain shops on the works ?

And did that inspection disclose the sale of inferior or unwholesome grain ?

Question 102—How far did the people supplement their food with wild products ?

And had the consumption of wild products any appreciable effect upon their health ?

Question 103—Did you observe much immigration from Native States? Roughly, what proportion did such immigrants bear to the total number relieved ?

Question 104—What was the mortality among these immigrants compared with the mortality of the district? And what was the effect of this mortality upon the death-rate of the district ?

Question 104 (a)—How were the orphans disposed of at the end of the famine? Were they made over to friends, caste people, native institutions, or missionaries ?

Question 105—Have you any suggestions to make regarding the classification of the objects of the Charitable Relief Fund in paragraph 527 of the Report of the Famine Commission of 1898 ?

Can you suggest any improvements in the management of the fund?

I know nothing of this

*Question 106* — Did you hear any complaints regarding the inability of the railways to keep pace with the grain and fodder traffic to the distressed districts? If so, please specify the nature of the complaints

I heard no complaints.

Was the local price of grain raised by any defects in railway carriage?

Not, so far as I am aware.

*Question 107*

This is the Collector's Department

*Question 108* — Did you hear any complaints from employers of private labour, agricultural or other, that owing to the attractions of relief works they experienced difficulty in obtaining labourers?

Only once I heard a complaint from the permanent way staff of the G. I. P. Railway I believe that this was due to the dearness of grain, and the fear of the workers that they would not be taken on again if they left us. It was, I believe, very local, and I doubt if there was much reason for complaint

*Question 109*

This is in the Collector's Department.

*Question 110* — Does the practice of paying wages in grain still prevail in your district?

This will be answered by the Collector.

Is the tendency to substitute a cash for a grain wage?

This will be answered by the Collector

Have cash wages risen in sympathy with the rise in prices?

On my ordinary works wages were not raised and there was no difficulty in obtaining labour.

*Question 111* — To what extent have the provisions of the Famine Code been departed from? Please specify the departures. Were they justified in your experience?

Except in such minor instances as I have referred to above, the provisions of the Famine Code have not been departed from

*Question 112* — Were Staff Corps officers employed in supervision?

Yes. The services of one Subaltern were given to me. I gave him the supervision of the relief works in half of my district and found him of the greatest assistance

And were officers of the Native Army and Non-Commissioned officers of the British Army employed in minor posts?

Four pensioned Subedars were employed as Inspecting officers, two under each District Inspecting officer

Can you suggest any other source from which supervising officers can be drawn?

My other District Inspecting officer was a Superintendent of Post offices, who has been most useful. I should think that any Government Department in which the work is normal or less than normal would form such a source.

*Question 113* — How far was non-official agency made use of during the famine? Was it successful? And is there scope for its extension?

As regards relief works, non-official agency was not made use of, and I do not see how it could be made of use.

*Question 114* — Please trace with great care the effect upon (1) the number of persons seeking relief, (2) the death-rate, of any changes in—

As regards the effect upon (1), the number of persons seeking relief, the disturbing factors are so many and it is so difficult to make allowance for them that it is almost impossible to draw useful conclusions.

(a) The change from piece-work to Code task system was made early in the famine, when distress was increasing. The numbers rose on each work at the rate of about 1,000 per week, whether the conversion had been effected or not, unless work was available elsewhere. In the one week of conversion the numbers on one work rose by 3,000. On another it rose by 1,000 as before, and on both the rise at the rate of 1,000 per week continued after the conversion. The change from Code task to payment by results was made late in the famine. I have taken two works in the end of October and the beginning of November. On one, numbers were rising when the payment by results was introduced and the rise continued. On the other the introduction of payment by results caused a steady decrease, or rather coincided with it.

(a) The system of work (e.g., a change from Code task to payment by results system).

It would appear therefore that the varying degrees of distress had greater effect than the change of system.

(b) The change in the task from 5 cubic feet to 6 cubic feet had no effect, as it was introduced when the Code minimum was the lowest wage. There was no other change of task (but see under (c) below).

(b) The task

(c) There were two changes in the wage scale, one at the end of March, when the penal minimum was introduced, and the other in August, when the wage was increased by or the task reduced by 12½ per cent.

(c) The scale of wages

In the first case it is impossible to find the effect, as the change was made at the same time on all the works, and numbers were increasing on account of the increasing distress. It is not probable that the change had any noticeable effect.

In the second case figures taken on three representative works show no increase in numbers within four weeks after the introduction.

(d) There was no change in the mode of calculating fines.

(d) The mode of calculating fines

(e) The distance test was never insisted on.

Compulsory residence was found most difficult to enforce in ordinary times. It was really strictly enforced only in the time of the cholera epidemic, when any fall in numbers must be attributed to the cholera scare.

(e) The tests of necessity (such as the insistence on a distance test, or compulsory residence, or the drafting to distant works)

Drafting to a greater distance than five miles always weeded out non-destitute workers. When the time for cultivating was near at hand, drafting drove off workers who were probably destitute but were intending to prepare their fields.

Really destitute workers could be drafted to any distance. The reputation of the work to which the drafts were to be sent had more effect than the distance, and it was found that the workers were easily prejudiced against a work.

As regards the effect upon (2), the death-rate, again the disturbing factors render useful conclusions impossible.

The accompanying Statement C shows that neither the introduction of the penal minimum at the end of March nor the increase in the wage at the end of August had noticeable effect on the death-rate

The drafting occurred in May, June and November, and is also shown to have had no noticeable effect on the death-rate

The changes in the system of work and the task certainly had no effect on the death-rate.

The death-rate appears to depend on climatic causes almost entirely. The degree of mortality due to exposure on relief works would probably be shown by comparison of the death-rates on the works and in the district. I am not able to give the latter without a reference to the Collector, for which there is no time

And did these changes lead to disorganisation and wandering?

No. So far as I am aware, the only cause for these was cholera

*Question 115*—Has your experience shown that the massing of people on large works tends to disorganise family life, or to weaken social restraints, or to relax moral ties?

A considerable number of the women on the works had been deserted by their husbands before they came to us. Such disorganisation of family life and immorality as there was was probably due to this. I do not think that it can be put down to the massing on large relief works

Such cases of immorality as came to light were promptly punished. They were not many, and though probably there was a good deal of immorality of which we did not hear, the fact that it was hidden shows that no great harm was done

If so, can you suggest any means connected with the class or organisation of relief works whereby these evils may be removed or mitigated?

No. Mr Dease, District Inspecting Officer, suggests the entire removal of men from the kitchens and the employment of English ladies to manage them. This is, in my opinion, impracticable

H. KEMBALL, C E.,

Executive Engineer,

Poona District.



# STATEMENT A

Showing the classes of wages of persons employed at the Famine Relief Works in the Poona District during the last week of each month

Classes of wages earned.	Name of Work	DAILY AVERAGE NUMBER OF PERSONS EARNING THE DIFFERENT CLASSES OF WAGES IN THE LAST WEEK OF													
		September 1899.	October 1899	November 1899	December 1899	January 1900.	February 1900	March 1900	April 1900	May 1900	June 1900	July 1900	August 1900	September 1900	October 1900
1 Equal to or above maximum	Total of all the works in the Poona District	...	169	558	652	1,867	1,599	4,296	4,908	5,656	3,290	6,119	4,355	6,460	3,969
2 Below maximum and above Code minimum		...	45	337	423	2,967	2,349	3,173	8,061	9,782	8,782	2,049	4,415	4,354	2,416
3 Equal to Code minimum		...	31		5,285	11,367	27,418	18,276	16,786	17,412	17,822	14,096	16,559	13,067	7,669
4 Below Code minimum and above penal minimum ...			781	2,700	757	675	399	1,680	3,075	3,308	3,610	4,056	1,644	2,453	871
5 Equal to penal minimum							1,582	12,883	18,377	14,296	6,486	613	779	1,510	1,225
6 Less than penal minimum							373	1,870	5,585	803	932				492
7 Total of (a) to (6)			1,026	3,595	7,117	16,876	33,720	42,178	56,792	51,251	40,922	26,933	27,752	28,336	16,150
8 Nominally worked people		..				..	.		517	597	1,153	909	772	736	497

H KEMBALL, CE,  
Executive Engineer, Poona District

# STATEMENT B

*Number of workers of different classes in the month of April 1900, when the highest number was 59,716*

Class	Caste	Men	Women	Working children	Non working children	Grand Total.
Agriculturists	Maráthas ...	9,430	13,019	6,733	1,159	30,341
	Máhs	620	742	384	.	1,746
	Total	10,050	13,761	7,117	1,159	32,087
Labourers	Mahárs	4,432	4,668	3,836	648	13,584
	Mang	320	369	233	9	931
	Chambhá	339	401	251	3	994
	Rámoshi	809	184	527	32	1,552
	Koh ..	950	1,004	5	92	2,051
	Wadari	46	55	33		134
	Thákon	63	79	49	19	210
	Bhil	37	25	15	37	114
	Holár	13	19	3	...	35
	Total ..	7,009	6,804	4,952	840	19,605
Others, such as artisans and artists	Koshti	18	20	17	7	62
	Sonár	48	30	15	9	102
	Kumbhá	360	489	218	6	1,073
	Lohár	30	21	17	2	70
	Sutár	75	52	21		148
	Muhammadans	269	353	167	164	953
	Total	800	965	455	188	2,408

NOTE.—Those castes the number of which is below 50 have been omitted.

H KEMBALL, C E,  
Executive Engineer, Poona District.

# STATEMENT C

Months	Number of workers	Per cent mortality per month, excluding cholera	Per cent mortality per month, including cholera	Per cent penal minimum	REMARKS
January 1900	11,234	..	.	4 00	
February „	27,978	0.143		6 98	
March „	45,156	0 244		38 96	
April „	56,580	0 166		47 61	
May „	57,328	0 169	0 222	35 90	
June „	48,214	0 118	0 380	26 95	
July „	34,931	0 505	0 826	18 58	Rain commenced and was heavy towards end of month
August „	27,981	0 318	0 408	8 73	Rain heavy in first half of month
September „	30,781	0 221	.	15 72	A little rain towards the end of this month
October „	19,866	0 106		12 98	
November „	14,195	0 056	..		

NOTE —The numbers of workers and the percentages of mortality are taken from true monthly averages. The percentages earning penal minimum are taken from the averages of the last week in each month.

H KEMBALL, C E,  
Executive Engineer, Poona District.





REVEREND MR. K WINSOR, OF SIRUR

*The President*—Your Mission is in the Poona District ?

A—Yes

Q—You took a great deal of interest in relieving distress in your neighbourhood and you were in communication with the American Committee ?

A—Yes

Q—Can you give us any information with regard to the test-work opened by Government in the early stage of famine ? Was that test-work instituted near you ?

A—It did not come under my observation because I did not reach this country till the end of June 1900

Q—Were there any large Government relief works in your neighbourhood ?

A—Yes, three

Q—On these large relief works were people content with earning the minimum wage ?

A—From what I have seen the majority were not content.

Q—Did they work ?

A—Yes.

Q—But they were entitled to receive the minimum wage whether they worked or not ?

A—A lot of work was done

Q—Were any of the labourers satisfied with getting the minimum wage and doing no work ?

A—I saw a good deal of dissatisfaction on the part of those who really did work. On one work they said that they were not paid sufficient money. They also said that the wage received by women at the end of six days was five pice. I could not believe it

Q—Five pice ?

A—Yes, five pice that was for women, men got 10 pice

Q—How did they explain it ?

A—They did not undertake to give any explanation

Q—They could not live on that ?

A—No

Q—Do you think the pay was intercepted ?

A—Yes

Q—In your opinion was there sufficient control upon that work ?

A—I cannot speak definitely because I did not visit the camps myself

Q—Did you visit any other camp and did you see the stamp of people who were engaged there ?

A—Yes

Q—Were they working under responsible persons ?

A—They were under a *mukaddam*

Q—Were the *mukaddams* local men selected by gangs themselves ?

A—I could not say by whom they had been selected.

Q—Had you any private relief works this year ?

A—Yes

Q—Were they in the neighbourhood of Government Public Works ?

A—No, not this year

Q—Did any of the people from Government relief works come to your relief works ?

A—No

Q—Why ?

A—We would not take them. We would only take those people, whom we knew come out of the villages

Q—You excluded people who were not in need of relief ?

A—Yes

Q—Had you any personal knowledge that the earnings on relief works were insufficient to keep people in proper health ?

A—I know of that one case which I have mentioned

Q—Would you say that the instance you gave was typical or an exception ?

A—An exception

Q—On the whole do you think that the relief given by Government in your neighbourhood was adequate ?

A—I think it was adequate to keep people alive. I have no doubt about that

Q—You think people were not able to save ?

A—No, not at all

Q—Do you think that any of the people who went on work might have managed to pull through without assistance ?

A—No

Q—Do you consider that the sanitary condition of the camps was satisfactory ?

A—Yes, very fair indeed. I have been struck with that. I do not know that with better supervision it could not have been better

Q —Do you think that better supervision was desirable ?

A —Yes

Q —Do you mean a better class of supervision ?

A —Yes

Q —Was a larger staff necessary ?

A —Yes, where numbers were increased and mounted up to thousands

Q —Do you think that people would have been better employed in digging village tanks ?

A —Yes, in many cases

Q —In your neighbourhood was there scope for making irrigation tanks and irrigation wells ?

A —Yes, there were great opportunities

Q —Had relief works morally any bad effect ?

A —I do not think that the camps *per se* were conducive to any more unclean and unsettled life than the average native life

## Reverend R Winsor

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*Letter from Reverend R Winsor, dated 9th January 1901, with reference to the questions drawn up by the Famine Commission*

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I have the honor to communicate a few statements concerning famine relief, which it has been my privilege personally to direct during the time between 10th July 1900 and the present date. This I do at the kindly suggestion of J McNeill, Esquire, Acting Collector of Poona, in his letter to me, No. F-19, dated 6th January 1901.

2 The questions propounded in *Government Gazette* of 3rd January 1901, Part I, appertain, I should judge, to those in official relation to Government, but are far-reaching, cover a vast area, and are calculated to elicit valuable information covering the whole subject of relief.

3 The answers that I might be able to give would be, not from the standpoint of an official, yet from one deeply interested in the welfare of the people and in full sympathy with Government operations having the well-being of the people in view.

4 That I personally did and saw and had experience of in the famine of 1896-97, put me in possession of knowledge which, I am happy to say, became valuable in the many public addresses it was my privilege to make in America, and by which I was enabled to remove much misconception as to the India Government operations, and also to prepare the public mind to contribute to the American-Indian Relief Fund. I was in the preliminary committee that framed resolutions to be put before that great mass meeting convened in Carnegie Hall, New York, Sunday evening, 29th April 1900, stating the needs of the people and the great work the Government of India were doing for the sufferers. The result of this was a committee of 100 leading men of New York was appointed, and then the money rolled in by thousands and tens of thousands of rupees.

5. I left New York on the 10th of May 1900, being appointed to convey the ship-load of corn to India, and came, knowing that I should be a share in the distribution of that corn and money.

6 During the period mentioned on page 1 of this letter, I gave help as follows, viz, assisted 61 villages of which 16 were Inám villages.

Gave 54,000 seers grain for seed, assisted 4,000 persons, most of whom were Kunbis, only a small percentage being Mahárs and Máugs, and a very few were Mahomedans.

Have had employed 400 people on relief works of various kinds and Mrs Winsor has supplied women and girls with clothing amounting to Rs. 4,000.

7 The total amount we have expended for all these purposes, including food and clothes, amounts to 53,000 (fifty-three thousand) rupees, and every seer of grain and every rupee given to the cultivators was made over in my presence. The arrangements I made being such as to easily allow of this satisfactory method.

8 As to the questions, I would say that to only a few, having a general bearing on the subject, could I give replies as they are made directly to Government officers using, and being under the regulations of, the Famine Code and Government direction, and it would therefore seem out of the sphere of a private individual to give appropriate replies, while not possessing a copy of the Famine Code.

9. At the same time I might express a few thoughts suggested by the questions. First, I would state that the rainfall in the Sirur District has materially changed in the last 20 years.

Small streamlets 15 and 20 years ago were flowing for nine months of the year in the channels that are now dry and which become dry almost immediately after the rains cease. This would indicate a condition in this region that must seriously affect the crop. Second, on my return to my post of labor in June last, I found the distress very acute. Families that we had known to be well off were reduced in their circumstances to utter penury, so that relief works somewhere was their only resort. I did not find the hesitancy to go on relief work this famine as existed in that of 1896-97. The reasons may be two—first, the distress far greater than before, and second, there had been experience gained that famine relief works while offering no luxury in the least degree did afford some relief from starvation. Third, in the matter of pay to those on our relief works, I was careful to regard Mr. Snow's (the Collector of Poona) suggestions, viz. to keep in touch with Mr. Sale, the Assistant Collector of this district, and did follow them as far as I could.

10 The matter of wage to those on Government relief is one full of perplexity to higher Government officials. It has pained me to learn from those with whom we have been conversant for years among the villagers, and who have been obliged to go on famine works as at Kambgao and Wasawadi,—that women at the end of six days would get seven pice and men ten. I could hardly put credence upon such statements, yet the representation has come from so many that ground exists for believing that there is something which needs remedying.

11 I should be glad to be helpful in the way of answers, but not being conversant with the Famine Code, it would seem presumption on my part to attempt it.

12 I enclose a summary of the operations it has been my privilege to conduct personally, and it is gratifying to hear on every hand the hearty expressions of thanks from the people as they declare that what we have done has been the means of keeping them alive.



## List of Villages served with Báyri Seed and Money by the Reverend R Winsor, Sirur

Number	Names of Villages	Number of persons	Number of sars of Báyri	Amount of money paid
				Rs. a p
1	Ghodnaddie	25	309	60 0 0
2	Sirur itself	154	2,081	450 0 0
	4 Wadia under Snur	51	594	132 0 0
3	Karegaon	56	853	112 0 0
4	Ranjangaon Ganpati	65	1,352	170 8 0
5	Talegaon Dhamdhare	433	2,681	725 8 0
6	Dhamari	77	902	175 0 0
7	Loni Kand	38	337	57 0 0
8	Malthan	150	2,772	393 0 0
9	Nimbgaon Bhogie	14	268	59 0 0
10	Nimbgaon Dade ..	36	1,206	161 0 0
11	Savindne	57	861	150 0 0
12	Mukhai	63	1,160	178 0 0
13	Pimpari Damala	38	754	114 0 0
14	Kendur	44	377	90 0 0
15	Dhanure	20	366	63 0 0
16	Dahiwadi	23	253	46 0 0
17	Gunat	87	256	77 0 0
18	Andhalgaon	26	281	52 0 0
19	Sirasgaon Kate	105	272	138 0 0
20	Golegaon	29	472	81 0 0
21	Pimple Jagtap	25	238	51 0 0
22	Ganegaon Dumala	22	151	33 0 0
23	Khandale	44	283	64 8 0
24	Waghohie	16	116	24 0 0
25	Chintsolie	21	426	62 0 0
26	Jambut	37	314	81 0 0
27	Ganegaon Khalsa	25	150	25 0 0
28	Nhaworo	4	30	12 0 0
29	Takhe Hajie	5	30	15 0 0
30	Bambhorde	8	60	24 0 0
31	Nagargaon	1	8	2 0 0
32	Karde	3	30	9 0 0
33	Babhulsar	4	41	8 0 0
34	Sastabad	1	20	3 0 0
35	Koregaon Bhama	3	12	4 8 0
36	Jawle	69	791	163 8 0
37	Ralegaon	28	169	42 0 0
38	Palve	14	73	27 0 0
39	Ranjangaon Musid	1	30	.
40	Rue	1	20	2 0 0
41	Dahetne	1	14	3 0 0
42	Razapui	1	10	2 0 0
	Total	1,875	21,022	4,144 8 0

Sirur, 14th January 1901

R WINSOR

1116-2

	Sp. in July		Sp. in Aug.		Sp. in Sept.		Sp. in Oct.		Sp. in Nov.		Sp. in Dec.		Total					
	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.	R. n. p.					
District Children	710	14	167	18	9	464	6	9	311	10	0	1,762	4	3				
Village Relief	35	0	0	0	0	651	2	0	12	0	0	1,712	0	6				
Station Relief	40	1	0	1,165	2	3	6	1,232	3	6	1,336	12	3	6,244	12	2		
Clothing	2,002	15	0	231	2	0	231	2	0	0	0	700	0	0	2,934	1	0	
Seed	2,035	6	3	41	8	0	9,579	0	0	4,005	7	0	10	0	0	22,576	5	3
Mission Agents	63	4	0	51	9	0	17	0	0	158	4	0	507	10	6	1,245	13	9
Mission, &c.				193	1	0	326	2	9	101	7	0				1,120	10	9
Miscellaneous	943	2	0	562	5	3	97	11	6	74	2	0	219	6	0	2,075	7	9
Industrial							"			"						4,500	0	0
Total	13,104	11	0	3,395	12	3	13,318	12	6	5,977	9	9	2,539	5	6	53,957	12	0

Stur, 11th January 1701.

# R WINSOR





*The President* — Were you in the Poona district during the famine of 1899?

A — Yes

Q — Were you a *mamlatdār* of the same *taluk* in 1897?

A — Yes

Q — Was the pressure of the famine greater in 1899 than in 1887?

A — It was much greater in 1899

Q — What was the *khariif* of 1899 like?

A — *Khariif* crop failed altogether

Q — What is the principal *khariif* crop?

A — *Bājra*

Q — Had you a 4-anna crop?

A — No, an anna or an anna and-a-half crop

Q — Had you relief work in your *taluk*?

A — Yes

Q — When did you begin test-works?

A — In October

Q — What is the name of your *taluk*?

A — Baramati

Q — How many test-works were there in your *taluk*?

A — There were two

Q — When did they begin?

A — On October 22nd and 28th.

Q — Were they under the charge of the Public Works Department?

A — Yes, entirely

Q — Did many people come to them?

A — Yes, many people

Q — In the beginning of December how many people were there on those two works?

A — I cannot give you the exact figures, but they were very large

Q — Was the establishment sufficient?

A — I think not

Q — Were the people in good condition when they came on the test-works?

A — No, they were very much reduced

Q — Did they improve on test-works?

A — No

Q — Did they deteriorate in condition?

A — I think so

Q — How long did those test-works continue?

A — Only three months

Q — At the end of three months were they converted into relief works?

A — They were.

Q — But they lasted as test-works for 3 months

A — Yes

Q — What was the nature of the test-works?

A — They were road works

Q — At the time these works were converted into general relief works, about how many people were there on each?

A — More than 2,000

Q — Can you say what was the Public Works establishment which had to deal with those two works?

A — There was one Sub-engineer superintending the works in the Eastern Division of the district

Q — One Sub-engineer for those two works?

A — Yes

Q — Were there sub-overseers and *mistris*?

A — Yes

Q — No higher officer than the *mistry*?

A — No

Q — What was the system?

A — It was payment by results

Q — How much could the ordinary labourer earn upon that work?

A — From seven to nine annas

Q — Seven to nine annas a day?

A — A week

Q — Payment was made weekly?

A — Weekly

Q — And were measurements made weekly?

A — I do not know

Q — Did you consider it a part of your duty to go and inspect these works?

A — Yes

Q—How many times in the week?

A—Not weekly

Q—Did you inspect once a month?

A—Twice a month

Q—When you went to these works what used you to do?

A—I would go and see the gangs that were there, make inquiries whether they were fed or not, and ask general questions

Q—The result of your questionings led you to believe that they used to get from seven to nine annas a week, that is little over an anna a day?

A—Little over an anna a day

Q—Were there children and old women and old dependants on the works?

A—Yes

Q—Had they to support their dependants out of this one anna?

A—No, the dependants were fed on the kitchens

Q—Were these kitchens established while the work was still test-work?

A—The test-works had no kitchens. Nine annas was not received on the test-works, it was in the relief works

Q—While these two works remained in the test-works' stage how much did an adult person earn?

A—Not more than four to five annas a week

Q—What was grain selling at at that time?

A—Eighteen to nineteen lbs for a rupee

Q—Therefore the labourer could not get a full meal?

A—That is so

Q—You say that while they remained on test-works the labourers were reduced in condition, and the test-works were converted into relief works after three months, then when they were converted into relief works, kitchens were established and the people began to earn from seven to nine annas per week?

A—Yes

Q—Did the numbers increase very greatly when the works were changed into relief works?

A—Yes

Q—Did you report during these three months? Did you report week by week, or at any other intervals, to the Collector the state of affairs?

A—No, I was not charged to do that

Q—You did not consider it a part of your duty to report on the condition of test-works?

A—I did not consider and hence did not report

Q—And if you did not report, no other Civil Officer in your *talug* reported?

A—There was an arrangement by which information was brought to the Collector

Q—Who sent the information to the Collector?

A—The Public Works Department

Q—The Collector got no information from you?

A—No

Q—Did you submit week by week, or at any other intervals, any report regarding the state of your *talug*?

A—Yes, that I did

Q—At what intervals did you submit the report?

A—Weekly

Q—Were there the usual weather reports?

A—Yes

Q—What was the nature of your report?

A—The general condition of prices, the condition of people, and the state of weather

Q—Did you travel about your villages at that time?

A—Yes

Q—Did you find there was famine coming on?

A—Yes

Q—And did you report that to the Collector?

A—Yes, I did

Q—Well, when these works were converted into regular relief works did you ever visit them?

A—Yes

Q—Did you speak to the people?

A—Yes, I did

Q—What did they say to you?

A—They complained about the small amount of wages

Q—Did you notice whether they were in good condition or in bad condition?

A—They were in tolerably good condition

Q—How were the children there?

A—They were in exceptionally good condition, they all looked plump

Q—Were the children in a separate part from the old women and men?

A—Yes, they were in different sheds in which they were kept and fed

- Q—Could not they go to their mothers in the day time ?  
 A—Yes, I think the prohibition was not so very strict  
 Q—Did you supervise charitable relief in villages ?  
 A—Yes, I did  
 Q—In every village ?  
 A—I went once to every village in the *talug*  
 Q—Did you make out a list village by village ?  
 A—Yes  
 Q—Who made out that list ?  
 A—Information was asked from the Circle Inspectors  
 Q—From whom did the Circle Inspectors get the information ?  
 A—From village officers  
 Q—The *kulkarnis* and *patels* were told to make out a list and that list came through you  
 Did you consult the Collector as to the people to be put on the list ?  
 A—No, that was left entirely to our own discretion  
 Q—When did you give any village relief ?  
 A—Government village relief began from the month of December  
 Q—That is relief to the people who were brought on the list by the *kulkarnis* and the *patels* ?  
 A—Yes  
 Q—Who distributed that relief ?  
 A—The relief was distributed by the *kulkarnis*  
 Q—Did you have a village committee in every village ?  
 A—Yes  
 Q—Who composed the committee ?  
 A—The respectable persons in the village  
 Q—Did you make out a *panchayat* in your village ?  
 A—A *panchayat* was formed in every village, but they did not attend regularly, and the village officers, & the *patels* and the *kulkarnis*, had to do the duties of the *panchayat* themselves  
 Q—We have heard that in some districts there were no *panchayats* ?  
 A—Here they were appointed, but they were not regular in performing  
 Q—Did you distribute the village relief by means of cash or grain dole ?  
 A—Grain  
 Q—We have been told that some people were sent from the village to the poorhouses on the adjacent works to get kitchen relief Was that done in your charge ?  
 A—Yes, it was done  
 Q—What sort of people did you send from the villages to the kitchens ?  
 A—Those that could not cook for themselves  
 Q—Old or young ?  
 A—Those who had some sort of bodily infirmity and who had nobody to look after them  
 Q—The people who could not cook their own food, and who had no protectors, were sent to the kitchens ?  
 A—Yes  
 Q—But how do those people in ordinary times get food ?  
 A—Their dependants and friends and relations gave them cooked food  
 Q—Their protectors had gone to relief works leaving them behind in the village ?  
 A—Yes  
 Q—Were there any village works in your *talug* ?  
 A—There were no village works  
 Q—Do you think village works could be established with advantage in your *talug* ?  
 A—I think so  
 Q—So you had nothing to do with the inspection of the relief works ? You had nothing to do with the relief works under the Public Works Department ?  
 A—I used to go and inspect them  
 Q—When you went to inspect and found anything wrong, what did you do ?  
 A—I reported it to the Collector  
 Q—Direct to the Collector, you did not report it to the Officer in Charge ?  
 A—No  
 Q—Was there a complaint book or notice book, or anything like that, kept on the works ?  
 A—No I never saw one  
 Q—You did not make any complaints to anybody on the works ?  
 A—No  
 Q—You reported what you saw to the Collector ?  
 A—I remember once or twice I reported to the Collector  
 Q—In 1900 the full *lharif* was sown ?  
 A—Yes  
 Q—What was the *rab* area—this year's *rab* ?  
 A—The *rab* has not been fully sown in most places  
 Q—There was no want of agricultural labour ?  
 A—No

Q—Did people leave the works to go and complete their sowing in sufficient numbers?

A—Yes.

Q—Is there any recommendation that you can make regarding relief operations—the system which was followed?

A—Yes, the wages as they are laid down in the Code, I think, are not calculated to do good to the men, & the men and women are given the same wage.

Q—Do you think that 15 *chhatals* are sufficient for a man in the day?

A—Fifteen *chhatals* are not sufficient.

Q—Seventy-five *tolas* are not sufficient?

A—No.

Q—How much rice and *dál* can a man eat? How many pounds can a man eat?

A—He requires 80 *tolas* rice and *dál* together.

Q—That is 2 lbs?

A—Yes, but rice is very satisfying.

Q—Do you know anything about the collection of revenue?

A—Yes.

Q—You know about the village records?

A—Yes.

Q—The map of the village shows every field in the village?

A—Yes.

Q—It does not show the internal divisions?

A—No.

Q—The field may consist of 10 or 12 acres?

A—It must be more than 3 acres.

Q—The average field contains 7 or 8 acres?

A—Yes.

Q—There might be 2 acres of *guar*, 2 acres of wheat, 2 acres of rice and 2 acres of something else. There is no subdivision in your map showing the area of each of these various crops?

A—No, there is form No. 16, in which the *kullarni* makes estimates.

Q—He merely estimates that so much land is sown with *guar*, so much with wheat and so on?

A—Yes.

Q—Whose name is put down on your register as the occupant of the field?

A—The owner's.

Q—When is his name registered?

A—When he first buys the land his name is registered.

Q—Now, say that A had held the field at the first survey in 1847, his name was put down. Well, he dies. Does his name remain on the register or his son's name?

A—The name of the principal heir is entered.

Q—Is that determined on an application made by the interested party?

A—The *kullarni* has to send information. As soon as the registered occupant dies, the *kullarni* sends information to the *mamlatdár*, and then the *mamlatdár* makes inquiries and the principal heir's name is entered in the registered documents.

Q—So that in the case of death there is always a mutation of names?

A—Yes.

Q—Now suppose that A sells his holdings to B. Is B's name brought in the register?

A—No.

Q—A's name remains?

A—Yes.

Q—Supposing B sells part of his share to C. Is C's name entered?

A—No.

Q—The only name in the register is the original name?

A—Yes.

Q—So that the real owner may be a different person from the man whose name is on the register? Is it possible for the real owner to get his name brought on the register?

A—Yes, it is possible.

Q—If B presents a petition to the *mamlatdár* on his having bought this field from A, would mutation be made, would the name of A be struck off or would it remain?

A—If the man who is the real owner brings a petition to that effect, then the first owner has to be consulted, and if he has no objection then the *mamlatdár* at once effects the mutation.

Q—And if he has any objection?

A—Then the first man (A) is referred to the Civil Court to obtain a decree.

Q—The Civil Court issues a writ to the Collector and he acts on that?

A—Yes.

Q—So now we have it that the field is the unit: there is no internal measurement of the field unless a subdivision is made either by partition or by a decree of the Civil Court, in the latter case the divided part becomes a separate field. The name of the original owner remains on the field, although he may have sold his interest, unless application is made to have a mutation. It may happen that the original owner remains on the land as a sub-tenant to the person to whom he has sold or mortgaged his field. Is there much rack-renting of such sub-tenants? Is the rent paid by the sub-tenants higher than the revenue assessed on the field?

A—Much higher.

Q—As a rule is it two, three or four times

A—Five or six times as much

Q—Now is there any limit whatever to the rack rent which the mortgagee or the owner can demand from the sub-tenant?

A—No, the system is this. The real owner buys the field on a nominal sale, the parties agreeing that the field shall be returned if the debt is repaid. The purchaser will not give money on mortgage, because he is afraid that in that case he will eventually get his money only by instalments from the Civil Court and that very little interest will be allowed.

Q—So it is sold with a provision of recovery?

A—Yes

Q—By what name do you call such a transaction?

A—Mortgage

Q—Have you the Hindustani name down here?

A—*Gahana bikraya*. The creditor charges 12 per cent or 18 per cent or 24 per cent

Q—It is a conditional sale subject to the right of recovery and at a high rate of interest?

A—Yes

Q—You say that the tenant pays five or six times the Government revenue of the field?

A—Yes

Q—Is there any limitation to the amount of rent?

A—No

Q—How can the real owner recover his rent from the sub-tenant? Has he got the right of distraint?

A—No, he has not, but he can go to the *mamlatdār* under the Land Revenue Code, Sections 86 and 87, and the *mamlatdār* can force him to pay the rent.

Q—And if the tenant defaults in paying the rent?

A—Then the fact may be referred to the Collector for settlement

Mr. Nicholson.—You suspended a large amount of the revenue in your *talug*?

A—Yes

Q—Fifty per cent?

A—Forty to 50 per cent.

Q—How many *rayats* are there in your *talug*?

A—Something like 30,000

Q—How many of them are affected by the suspension?

A—About half

Q—Are the suspensions given by a general postponement on a given area or on inquiry into individual circumstances?

A—No order for general suspension was given by the Collector, he ordered that only those persons who were able to pay should be served with a notice and the others let alone, intending thereby to allow them to pay their dues a year or two afterwards.

Q—You mean there was no formal order for suspension, but the *mamlatdār* was entitled to give suspension to persons whom he thought proper?

A—Yes

Q—And you exercised your discretion by suspending between 40 and 50 per cent of the revenue?

A—Yes

Q—Then who was the person who reported to you?

A—The *kulkarnis*

Q—There was nobody between them and yourself?

A—Nobody

Q—You received your reports and thereupon those persons had their revenues suspended?

A—Yes.

Q—When did the collection of revenue begin?

A—In March

Q—And when did the suspension begin?

A—In June or July

Q—There was no suspension before that?

A—No

Mr. Bourdillon.—How did the Collector keep himself informed about the test-works?

A—Certain copies of reports are sent to him

Q—Do you mean that the Special Civil Officer sends him reports and also the Officer in Charge, that the latter sends a weekly report to the Executive Engineer and a copy goes to the Collector?

A—There was no Special Civil Officer

Q—So that the Collector got all his information from the reports sent up by the Officer in Charge, which went first to the Executive Engineer and then to the Superintending Engineer. Were they full reports?

A—They were not detailed accounts.

Q—If the Collector wished to find out and inquire he had either to visit the work or send somebody to make an inspection?

A—Yes

Q—It is pointed out that in several cases test-works were kept on for a long time?

A—Not in my district

*The President* —You told me that the *patel* and the *kulkarnis* are the persons who collect revenue and who make mutations in the register of occupancy title, and you also mentioned that the Circle Inspector has to make certain inquiries in connection with the state of the country. Does it fall within the duties of the Circle Inspector to supervise the work of the *kulkarni* and the *patel* in regard to the maintenance of the occupancy title in the village?

A —No, he has nothing to do with that. It is the duty of the *mamlatdār*.

Q —Then in regard to maintenance of the record of possessory title in your village and mutations of names and so on there is nobody between the *kulkarni* and the *mamlatdār*?

A —No.

Q —It has been said that if the *kharif* instalment of land revenue is not paid up after notice, then the *mamlatdār* can go for the whole revenue of the year against the holder?

A —Yes, but that practically never happens, because the two instalments are close to each other, 30 days or at the most 45.

Q —The two instalments are quite close?

A —One in the month of March and the other in April.

Q —Is there any *kharif* crop reaped later than December?

A —The *bājri* is reaped later.

Q —When is *bājri* reaped?

A —Sometimes it is reaped in January.

Q —What is the main *kharif* crop of your district?

A —*Bājri*.

## Mr. V D. PUNTA'MBEKAR.

*Replies by Mr V D Puntámbekar, Mámlatdár of Mával in the Poona District, to the questions drawn up by the Famine Commission*

*Question No 1*—The outlook in my district when the rains of 1899 first began was very normal. There was nothing at the commencement to anticipate bad times in store for us.

The characters of the harvests in the two preceding years were normal in the western portion of the district. In the eastern the harvests were not uniform and a greater portion of that tract had to reap much less than the average for those years.

2—The kharif sowing was normal owing to normal character of the rains at the commencement of 1899. The average number of acres under kharif cultivation is found out from the kharif cultivated area of ordinary five years and this is taken as the normal kharif cultivated area.

6—The necessity of relief was not assumed only from the fact of crop failure. The general aspect of the district was carefully observed by officials and when they were satisfied that the lower classes and several petty agriculturists were suffering from want, relief was given. Proof of necessity of the required relief was further arrived at by compliance with tests.

7—The increase of petty thefts by lower classes, the great number of applications for postponements or remissions of land revenue from the ryats, as well as an abnormal number of applications for advances for improvement of land, the abnormal rise in prices, the fact that the lower strata were resorting to eating prickly-peir fruit as food, the non-appearance of agricultural labourers in the fields for field work, the abnormal increase of beggars in villages and large towns, the looks such people exhibited—these were the observed facts which led to think that the machinery of relief should be set in motion.

8—Breaking metal on Poona, Sholapur and Poona-Bombay Road was resorted to, and when it was found that the works were crowded in spite of the small wages, the idea of the extent of distress was formed finally.

10—The programme contemplated large public works as the backbone of the relief system and not small village works. I think that no programme of small village works was ready in reserve from the beginning.

11—The place the several relief measures took was in the following order—

1st—Opening of test-works

2nd—Opening of Government forests

3rd—Opening of kitchens (1) on works

4th—Opening of poor-houses

5th—Organisation of private charity in towns

12—Early in January 1900 eleven extra Head Karkins and more than 25 Famine Circle Inspectors in addition to the Fam 63—1



already existing staff of Revenue officers were appointed to arrange for village relief and to observe the general condition of the people. An appeal to local charity was made, but in the district outside none practically came forward and stretched forward his generous hand to relieve the poor. There are very few solitary instances, but in my opinion they count for nothing. The above officers with their establishment were to make the required local inspection and keep the required local control.

13.—Loans were issued at the outset under Act XIX of 1883 for improvement of land to agriculturists. The objects were mainly two—well-digging or deepening and erecting dams or bunds to preserve the land from washing away. They were recoverable in whole. The advances were made very liberally and must have been, for the whole district, over one lakh. I arrive at this figure from the money advanced by me in my own taluka. But this was in the beginning, later on more again was given.

14.—Irrigation wells can be made in this district, but not all over. The western portion near the Ghâts is not favourable for this sort of improvement. On the cessation of rains of 1899 in the beginning and for a few months more the average depth of the surface of water was about from 10 to 15 feet. But as the hot season advanced this began to go down, and the wells were required to be deepened. In many cases the deepening afforded more water and the depth of 7 to 10 feet was maintained. The digging of wells was highly encouraged by loans. These, as a matter of fact, were successful to the extent of 50 per cent as permanent improvement and almost wholly as temporary measure to employ labour. Old wells when deepened afforded the advantage of securing crop on the ground. Many improved their estates in these times on well irrigation on the eastern side in the early part of the distress.

15.—Test-works were first undertaken and they were neither District nor Taluka Local Board works, but they were works started under the supervision of Public Works Department direct by Government.

16.—The overcrowding on the test-works of labourers and especially the gathering of very large number of children on them induced the conversion of test-works into regular relief works. As a matter of fact children always accompanied their parents and on test-works they were not fed. The parents had to spare something from their own for the feed of these children. The wages they got on test-works were necessarily low, and they had a very hard time then in maintaining themselves and children. When this was observed the regular relief works were opened.

17.—Large public works were opened after it was found on test-works that there was a necessity for them. As the distress was found to be far and wide it was thought that only large works would be useful for the occasion.

18.—These works were under the absolute control of the Public Works Department. The Public Works subordinates had to exert much in supervising them. I do not think that the existing staff of that Department was sufficient to cope with the works and a large establishment had to be kept on. There was no delay in opening the works. I did not see people, I mean workers, detained on account of tools and plant.

19.—The admission to the works was free to all persons ready to submit to the labour test. After admission distance test was insisted on. People of nearer places were, after they had passed some days on works, drafted to distant work centres. This was done with a view to see whether those that came for work were really in want or only came to earn what money they can as they had no work, but had something to fall back upon. Residence on works was compulsory.

25 —The officers of the Department of Public Works were not at all subordinate to Civil authorities so far as I could see. They were entirely independent in all matters

26 —There was a Civil Officer but for two or more charges one officer was employed. He was selected from the subordinate service of higher grade from the Revenue Branch. He received salary from Rs 75 (including pay and allowances) to Rs 90. His position, with reference to the local representatives of Public Works Department, was not apparently lower to such representatives, but morally it was. The scale of pay being very small compared with that of the Public Works Department local representatives and their higher state of living necessarily lowered the Special Civil Officer in the eyes of workers and others. He was not so much thought of as he ought to have been. Had he been selected from the grades of Mamlatdars or higher grades, then the case would have been different. He was again made subordinate to the Public Works Department. He had to submit his diary through that Department, and so morally his independent opinion was not allowed to have a free scope. I do not think in this district the Special Civil Officers were charged to do this.

27 —I also think that the Special Civil Officers had nothing to do with the tasks at all.

28 —From ten to twenty persons were put in one gang in charge of a ganger. Generally the people of the same village and family too were put in one gang, so far as it was practicable. At least that was the principle on which the gangs were used to be formed and with a fairly good success.

30 —I am for different classification and for different wages for men and women. Man naturally works more and hence needs more food. The present scale of maximum wage is not sufficient for a conscientious worker of the male sex, but it appears quite enough for the female sex, especially when the women are not nursing mothers. Man as he works more needs more food for recouping his energy and yet he gets as much only as a woman of his class and consequently is under-fed comparatively. Though the class of both may be one and the same there should be difference in wage. The Code gives undue advantage to women.

32 —I am for holding that the system of payment by results was unsuited to conditions of acute distress or actual famine. The workers are very lean and have no strength to work. They get less to eat and sink down. At such a time payment of a settled wage is the only way to put strength and life in them. It is not work, but the keeping up of the body and soul of the worker together in a condition to bear all the consequent rigour of the climate, that is desirable. My experience shows that payment by results has not brought out this end.

34 —The scale of wages adopted was not unduly liberal. I cannot say that it was inadequate, but the way in which it was brought into force was rather not calculated to be favourable to workers. First, they were paid by the work that their gang did and here the conscientious worker as well as the most idler had the same amount to receive. Some of the workers actually suffered in health and began to show famished looks. I have found no instances in which workers saved upon their earnings. The copper coin was found freely to circulate. I had to make in fact small indents for it for payment. The coin was almost and easily collected on the camp bazars and near bazar villages. In my visits to work I often found people complain of the less amount of wage they got and upon inquiry I learnt that the gang they belonged to did not do the required work and that the money due for the work done was distributed equally amongst the workers. Generally the workers get 9 annas for the week.

Jowári, the staple food of the part of the district I was serving in, was selling at from 15 to 17 lbs a rupee, and this rate was pretty constant all the time of famine. The worker would thus get from 8 to 9 lbs of jowári alone for seven days, and this, it will be easily seen, is insufficient for an adult worker. Then they had children who, though fed on the kitchen, would come to their parents at their meals and would snatch away a bit or two. The payments never went over 9 annas, but they were sometimes less, and even went down to 7 annas. This would not be an unduly liberal wage.

35 — There was a rest day, but I do not know whether a rest-day wage was given. The workers had to support themselves with what they got for the week on the rest-day. I think they had not enough to pull on and the grant of a rest-day wage is desirable, and I would prefer that. The workers were not found to work more than the full wage. They always worked generally less than the full wage.

36 — In my opinion the minimum wage is not too high and the fining for short work should be above the penal wage and a little short of the minimum wage. In fact almost all the time the people got the minimum wage and they were not found in any way improved by it. They would barely get just sufficient to keep body and soul together.

38 — The payment was generally made weekly. It was not daily. My experience leads me to think that more frequent payment is not desirable and practicable. All the preliminary difficulties would be at an end if the worker when he joins work is given in advance sufficient to maintain himself or herself till the time he gets weekly wage and if the money so advanced to him recouped by small cuttings from his weekly wage in three or four instalments.

39 — The people who joined first were also paid weekly, and not daily. Yes, the Bania was the person to go to, and he often screwed out for his advance something more. The course suggested in Question 38 appears only to be the possible solution to me.

40 — The payment was made in the presence of the head of the gang to the worker and not to the head of the gang. Of course, there were cases of swindling, but they were kept down as far as possible. I would prefer the system of paying the head of the gang if it were supplemented by establishment to check the payment the head of the gang makes to his workers. This, in my opinion, would lead to less swindling on the part of cashiers and maistries. There is actually a case before me in which the maistry of the Public Works Department and the cashier had combined to deprive the workers of their wages. I would suggest here that unless the observance of certain rules at famine times are made legally obligatory and omission to follow them penal, I do not think that swindling in such a wholesale way would be stopped. Identification is the chief item, and instances in a criminal court have been shown to have taken place where the presence of the kárkun who takes up the muster and the head of the gang was dispensed with by the officer in charge of the whole work and he identified the men for swindling purposes.

44 — I think not.

46 — The prices of the staple food-grains, namely, bájrí, jowári or coarse rice and nágh, were supplied by the Mámlatdár having jurisdiction to the officer of the Public Works Department in charge of the work, who fixed the scale of the wages in accordance with instructions contained in Sections 112 and 113 of the Famine Relief Code. The Mámlatdár supplied the rates of prices current in the market.

for the weeks concerned.' To the officer of the Public Works Department it was simply a matter of calculation by the tables given in Appendix V which omits fractions of a pound

49 —There were no arrangements made to draft people from large public to small village works, as the latter were not in existence

59 —I understand that the aboriginal tribes are the Māhārs, Māngs, Kātkāris, Thākurs, Kolis and Ramoshis in this district. I consider those to be the original natives of the soil. No special tests were applied to them, but these were as a rule forward in taking the relief. Relief was not required to be taken to their homes. The Wadāris and Māng Gārudis are migratory tribes and belong to the southern territory, Madras side, and are not considered as aboriginal tribes of this district. Relief was given to these also.

The measures taken to relieve these were thoroughly successful, very high percentages of these men were to be found on relief works and on gratuitous relief

62 —Special measures were taken to relieve the artisans (weavers) in Poona and in other towns in their own crafts. The measures taken appear to have relieved these classes to a very fair extent

63 —These persons I found physically unfit for ordinary labour. In the tāluka where I was serving I found certain Sanagars (blanket weavers) go to relief camps, but there they could not do the kind of labour they were asked to do and consequently they had to come back

64 —I should say that the measures taken to relieve the artisans were successful so far as relief is concerned and not economy. I mean to say that official assistance would do much in this respect. Without it nothing tangible can be done. In a city like Poona official assistance was required. The work done by these artisans does not find ready sale and hence economically the system fails a good deal

65 —Government sold grass for nominal prices even at Rs. 2 per 1,000 lbs. and placed it within the reach of all and advanced loans for its purchase to prevent cattle mortality. I think it is this measure that has saved some cattle in this district. The forests were also left open throughout the district. I can candidly say that here the fault is with the people. Government did what it could in time. But the people in this famine became less kind towards their cattle. They easily sold their cattle to butchers. I myself witnessed in Bāramatī Bazar and elsewhere numerous cattle for sale and beef was selling for a nominal price. The Māngs and Māhārs had a happy time throughout. The workers on relief camps of these classes got cheap meat with their small earnings and kept their health admirably well. Indians cannot cut and eat their own cattle in hard times, because they are not used to such a measure as in other countries, but they learnt the lesson this famine to indirectly eat them. They sold them to butchers and used the sale proceeds for their subsistence and the butchers killed these cattle and fed the lowest classes

66 —Yes, compressed grass was taken to central Railway places and from those places it was largely availed of by the cattle owner

67 —Children and enfeebled persons were relieved in kitchens attached to large public works by distribution of cooked food to them

68 —Gratuitous relief was given in the shape of grain in villages and in the shape of cooked food in poor-houses and  
Fam 63—2

kitchens. The grain equivalent was chosen because grain was to be had with ease. The articles laid down in the minimum wage were not to be obtained in each village and at every time. Week's allowance was given to any person in advance. This reduced the work to a minimum and prevented fraud to a greater percentage. If any person died or left his village, the circumstance was not thought of of any importance. Cooked food was found to be the easiest thing for weakened persons and for wandering beggars, who had either no strength to do their cooking or no means to cook.

70—Three poor-houses were opened in this district. Those at Bārāmātī and Hadapsar were opened in February, 1900 and that at Sāsavad came into existence later on. The Māhārs and Māngs and Rāmōshis frequented them most. The numbers on Hadapsar and Sāsavad were not large but those on Bārāmātī poor house once exceeded 1,500 a day.

71—The poor-houses were not used as depôts for immigrants and vagrants. Any such persons, when found, were examined and if found disabled to work through starvation or other cause then they were admitted into the poor houses, otherwise they were sent on nearest works and they quietly went thither. No instances of persons refusing to work on relief works came to notice.

72—Measures were regularly taken to weed out the poor-houses and send people to relief works. But it was found that very few went to the works. They always preferred going home.

73—Every large work had its kitchen attached to it and it relieved the children under 8 years of age and disabled dependants with cooked food. These kitchens also relieve recipients of village dole within a radius of three miles.

74—The minimum wage laid down in the Famine Code was the one used in poor-houses and kitchens. Meals were provided twice a day at fixed hours. The people were compelled to feed on the premises and not allowed to take the food away.

75—The admissions to kitchens were restricted and not free. Only children of the workers and their disabled dependants and village recipients of dole within a radius of three miles were admitted in the kitchens.

76—The poor-house ration was the minimum wage laid down at page 26 (105 c) of the Famine Relief Code, and it was of jawārī or bajrī grain of the better sort. It was varied occasionally to meet cases of sickness and weakness of the inmates.

77—The Circle Inspectors drew up the village gratuitous relief lists and the Extra Head Karkūns and higher officials, namely, Māmlatdārs and Assistant Collectors, checked them. Once in about every two months the extra Head Karkūns inspected the recipients and the Māmlatdārs and Assistant Collectors did so whenever they happened to go to their village, the Circle Inspectors inspected them every fortnight.

78—The payment was made in grain and weekly and it was made in the village chāvdī, but when the recipient was found bed-ridden then it was made at the home of the recipient.

79—The cooks employed were always of the "Kunbi" or "Māh" caste. I did not notice any among those that were admitted to show any sort of reluctance to take cooked food in the poor house under my management at Bārāmātī.

80—The Special Civil Officers were in charge of the kitchens. I think Famine Inspectors and Assistant Collectors

and sometimes Mámlatdárs inspected the kitchen arrangements whenever they happened to go to them

84—So far as I am aware, the opening of cheap grain shop in Poona did not discourage importation of grain, but they put a sort of check over the high profits of the Bania

85—Remissions are being proposed but suspensions are allowed to the extent of more than 50 per cent

86—These suspensions were not based solely on crop failure. The general capacity of the individual to pay was always taken into consideration and this was determined on the information received from the village officers by the Mámlatdár of the taluka. That officer always upon receipt of the information from the village officers tried to verify it by personal enquiries. The actual status of the individual was ascertained by enquiries in the place where he lived

87.—The suspensions were determined after collection of revenue began

89—No instances of the kind came to my notice

92—The people in receipt of relief generally belonged to the lower classes. State rayats were now and then seen but to a very small extent. Big land-holders did not at all go to the relief, only petty holders went but their number was very small compared with Máhárs and Mángs and day labourers who in fact have got no lands

93—The people were found to come on relief more readily this time than on former occasions and I attribute this to the exhaustion of means with them. This famine followed last famine so very rapidly that people this time had nothing to fall back upon.

94—Private credit had almost come to nothing. People first tried to borrow and when they failed in that then they proceeded to State relief. People tried everything in their power to avoid to go to the State relief and as a last recourse they had to accept it

95—I think they are

100 (b)—In poor-houses the approaches were kept very clean. Particular care was taken about water. The well chosen for the supply of drinking water was treated with Permanganate of Potash and filters of sand and charcoal were used. Water was boiled and filtered. The conservancy arrangements were constantly watched and supervised. Small ditches were made at quarter of a mile and there the people taken for their natural purposes. Every third or fourth day a bath was given to the inmates and their clothes washed. The Mámlatdár and his establishment supervised these matters. Inspectors of Famine Works and officers of the Sanitary Department now and then inspected the poor-house arrangements. I think these arrangements were sufficient

On works and kitchens attached to them the arrangements were also on the above lines but not so strict. The water was sometimes canal water and sometimes from deep wells

101—The Special Civil Officer used to inspect the grains in such shops, but no instances of the sale of inferior or unwholesome grain came to notice

103—Yes, I did. I think the proportion might be between 5 to 7 per cent

108—No

109 —Yes Double cropping is increased and people have begun to reap food crops in preference to other valuable crops, as the food crops are paying them liberally

113 —Non-official agency was made use of in big cities like Poona and it was a success, but in the Mofussil it would not be and it was not made use of.

115 —I think the massing of people has this effect, and the only suggestion that I can make is the separation of the male from the female sex. There should be a separate section of females formed into gangs headed by women gangers. This will, in my opinion, to a greater extent mitigate evils if not entirely remove them

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*The President* —How long have you been in the Poona district ?

A —Since October ?

Q —Do you know anything about the 1897 famine ?

A —Yes

Q —You think the pressure of the last famine was greater than that of 1897 ?

A —Distinctly

Q —Had the people recovered to any extent from the 1897 difficulties ?

A —In some parts only

Q —Will you tell us what is the system of reporting by which you keep the Government informed of the approach of famines. I see you have a rule in your Famine Code—Rule 34—providing weekly statistics to be submitted, that is the crop and weather report, I suppose ? Do you submit fortnightly reports giving detailed accounts of the state of each particular tract of country ?

A —We did during the 1897 famine and from the end of May in the current year

Q —What position did you hold in Poona during the recent famine ?

A —Assistant Collector in charge of the Western Subdivision

Q —How many *talukas* had you under you ?

A —Three

Q —Was the famine severe there ?

A —Not compared with the other parts.

Q —When did you open test-works ?

A —In November

Q —How many did you open at first ?

A —At first we only opened one

Q —How long did you keep the test-work open when did you set about converting it into a regular relief work ?

A —When we were satisfied that relief was necessary, we converted the test-work

Q —Was the conversion of the test-works into relief works a matter for the orders of the Collector of the district ?

A —He had to report it

Q —To whom had he to report it ?

A —To the Government

Q —So that no test-work was converted into a relief work until the Government sanction ?

A —I am not sure

Q —At all events the Collector had not the discretion himself ?

A —No, I am quite sure on that point

Q —Previous to converting the test-works into relief works did you give notice to the Public Works Department ? Had you to get any larger establishment ?

A —Yes

Q —Did the particular date of conversion depend upon the readiness of the Public Works Department ?

A —Yes

Q —Was the work kept on as a test-work until the Public Works Department said they were ready to convert it into relief works ?

A —Yes, my impression is the order was given to the Executive Engineer to change it into a relief work, and he changed it as soon as he could

Q —Was it a part of your duty to inspect the relief works ?

A —Yes

Q —You used to inspect them throughout the famine, or did you attend merely to see the work start ?

A —I gave my own orders only about kitchens. As regards other matters I went through everything, reporting what I thought was wrong

Q —When you found anything wrong on the relief works, in the way of payments of wages, had you power to alter it ?

A —No, I had not

Q —You reported it to your Collector ?

A —Yes

Q —And the Collector, I suppose, communicated it to the Executive Engineer ?

A —Yes

Q —I understand from the other witnesses that doles were given in cash and grain, and those persons who had nobody to support them and who could not cook in the village were sent off to the neighbouring kitchens ?

A —No, not in my charge. In my charge the village relief was given in grain and not in cash, and in the kitchens we did not admit the dependants of workers till later on after the Government order directing that people within five miles should be sent to kitchens.



Q.—At what intervals were grain doles in the villages distributed ?

A.—Generally once a week, but sometimes every day and sometimes every three days.

Q.—Was distribution made in each village or had people to go to a central village ?

A.—To a central village.

Q.—How many villages did a centre serve ?

A.—There was no fixed rule. It depended upon the condition of the country, sometimes 20

Q.—Had people to go 20 miles to get their grain doles ?

A.—Not 20 miles, but they had to go beyond ten miles. There was a rule that a village *patel* could receive the doles for those who could not walk—those who were weak—and a very large majority of the people had their doles brought in that way.

Q.—Had you no *barnas* ?

A.—Very few and at great distances. We had long valleys and no *barnas* in them at all.

Q.—There was a great dearth, I suppose, of proper establishment, in regard to minor subordinates ?

A.—Yes.

Q.—Hospital Assistants were not available ?

A.—No.

Q.—Was there any effort made to supplement that staff ?

A.—I do not know.

Q.—Had you an imprest of money placed at your disposal ?

A.—I had an imprest but I was not authorized to use it for any and every purpose. I had an advance for *tagáru*.

Q.—That is a different business, but I mean for unforeseen contingencies had you an imprest advance at your disposal ?

A.—No.

Q.—Did you form any opinion regarding the suitability of the system of relief, namely the Code talk system—did you think that it conduces to good work being done ?

A.—I should have preferred myself the system of payments by results, at any rate in the beginning.

Q.—That is your conclusion ?

A.—Yes.

Q.—I notice that you say that the Code scale was adequate ?

A.—Yes.

Q.—We have it in evidence that the people did not show the least deterioration while they were in the kitchens and that they retained a certain amount of health even when the minimum wage was reduced ?

A.—There were two classes of people—those people who came without exhausting their own resources, they did not show any physical deterioration, but in several cases there were distinct signs of deterioration among people who were living on the penal wage.

Q.—Your staff was not a very trustworthy staff ?

A.—No.

Q.—Do you think there ought to be a reserve of village works on which to fall back upon, in case of emergency ?

A.—Yes.

Q.—Do you think that the full *kharif* area was sown last year ?

A.—Yes.

Q.—There was no sign of demoralization ?

A.—There was demoralization after either famine

Mr. Nicholson.—I understand that in the village works the work was much more profitable than on the large relief works ?

A.—Yes.

Q.—That is your experience ?

A.—That is my experience.

Q.—Then large works should not be started unless they are of public utility ?

A.—I think large works are necessary owing to the difficulty of providing supervision on village works.

Q.—Do you think village works could be carried on by village *panchayats* ?

A.—I think they could be carried on, but not well.

Q.—I think you had some weavers in your district ?

A.—We had some weavers.

Q.—Do they form a large proportion of the population ?

A.—No.

Q.—I notice in your answer to question 14 that the water level was abnormally high in 1897 ?

A.—Yes, there were very heavy rains in the beginning of 1897.

Mr. Bourdillon.—In your answer to question 77 I see gratuitous relief was given to able-bodied ?

A.—Yes, but only for about a month in the transplantation season when they could not leave their fields.

Q.—Did you employ non-official agency much ?

A.—No.

Q—You had to consult the village local officers a good deal, I suppose, in drawing up the lists of gratuitous relief?

A—Yes

Q—What was the system by which the Collector was kept informed of what was going on on the test-works?

A—I think that he had a regular report

Q—Weekly reports from the Charge Officers?

A—Yes

Q—You were not in charge of the district?

A—I was only an assistant

The President—We are told that there is a good deal of indebtedness and that the actual cultivator of the soil has, in a number of instances, lost his proprietary right. Is that the case in your charge?

A—Very much

Q—We have also been told that the original proprietor who has lost his title remains on frequently as a sub-tenant?

A—Yes, nearly always

Q—And that he remains on at a rack rent?

A—Yes

Q—Which, we have been told, is often five or six times as much as the Government assessment on the field?

A—Nearly always

Q—Would you say that many of the original settlement holders—the original people with whom settlement was made—had been reduced to that position of servitude?

A—I should say a great majority

Q—And we have also been told that the name of that sub-tenant remains on the register as the proprietor of the whole?

A—Yes, he is kept on the register. The man who comes in may get his name transferred, but he seldom does

Q—So that you have a rack-rented sub-tenantry, with a proprietary body whose names you do not know?

A—Whose names we have not recorded

Q—Has it ever struck you that it would be well to recognise the existence of these money-lenders as being—what they are—*de facto* proprietors of the land, to recognise them as proprietors of the land and to introduce a rent law for the purpose of protecting their sub-tenants from rack-renting? Did that aspect of the case ever present itself to you? Are you in favour of it?

A—Yes

Q—I understand that the fields are surrounded by pillars and that you keep in your office a map of the fields?

A—The fields are marked out with small stones just projecting above the ground

Q—Upon whom lies the duty of preserving the stones?

A—Upon the village *patel*

Q—Now for instance when you were an Assistant Collector did you inspect village boundaries?

A—It is a regular part of the duty of the Assistant Collector

Q—It must take up a great portion of your time?

A—It would

Q—Does it take up one-third or one-half of your time?

A—I have never calculated. It is impossible to inspect them properly.

Q—But the officer below you has to spend a good deal of his time in inspecting those stones?

A—A village officer is supposed to see all the stones every year and the Circle Inspector is supposed to see the stones every four years



Mr. J. P. Orr, I. C S

*Answers by Mr. J P Orr, I C S, Acting Collector of Thána, to the questions drawn up by the Famine Commission*

*Poona Western Sub-Division.*

1 The outlook in the western sub-division of the Poona District was all right when the rains of 1899 commenced. The character of the harvest in 1897 was good, of that in 1898 fairly good.

2 The kharif sowings were up to normal

6. The necessity for relief measures was ascertained by the opening of test works.

7. Petitions were received from labourers ordinarily supported by harvest field work asking for work, while cultivators were observed idling in their villages consuming stocks of grain known to be small. The emigration to Bombay for work was much above normal. These facts combined with actual crop inspection and the knowledge that in normal years the crop was barely sufficient for the support of the people were taken as indications of need of early relief.

8. Metal-breaking work on roads was first tried on piece-work system without allowance for dependants. As people came to these works from more and more distant villages new works were opened nearer to those villages. When people were found to be losing condition on the works on account of low earnings and others feeding on chaff mixed with flour at home and declaring their determination to starve at home rather than starve on test works, regular relief works with allowances for dependants were started.

9 (a) The list of relief works was ready beforehand with the works actually located and surveys and estimates of cost made out in most cases.

(b) The relief programme did not include scales of establishment necessary to meet any emergency, nor was a list of candidates qualified for famine service kept up.

10. The relief programme mainly contemplated large public works, a few small village works were also included in the programme, but in my opinion there were not enough of them.

11 Relief measures were started in the following order —

- (i) Test works
- (ii) Opening the Government forests
- (iii) Kitchens on works.
- (iv) Organization of private charity.

No poor-houses were opened in my charge and there were no kitchens except on the works

12. (a) and (d) In January additional Circle Inspectors were appointed, so that every village might be inspected once a week, at the same time, dole distribution centres were fixed for groups of villages having no Bania, and dole committees were formed

Extra Head Kárkúns were appointed to assist the Mámlatdárs in February

(b) From November onwards large tagávi grants were made in many villages with the view of stimulating the local employment of labour

(c) For the organization of local charity Famine Relief Committees were appointed in each Táluka in March, each member of such committees being in special charge of a group of villages

13. At the outset loans were issued under the Land Improvement Loans Act, chiefly to small farmers for deepening wells, on condition of repayment by several small instalments within 15 years (maximum)

14 (c) Loans for improvement of irrigation wells were eminently successful as a temporary measure to employ labour—(a) but in only a small proportion of cases did they result in bringing to maturity crop on the ground, though they saved it from being so complete a failure as it might otherwise have been, (b) the deepening of a large number of wells was a permanent improvement, in so far as it will secure a better water-supply in future years of drought, but in most cases the improvement cannot be reckoned as such in an ordinary year, because no more than the supply that existed before tagávi was drawn is actually needed except in years of drought. There were, however, a good many cases in which shallow wells dug in the famine of 1896-97, when the water level was abnormally high, have now been deepened so as to be available in ordinary years when the water level is not up to the 1896-97 level.

15. Test works under the supervision of the Public Works Department were the first relief measures undertaken.

19 Large public works were first started when it was decided to open regular relief works. Small village works were reserved till the approach of the new cultivating season

23 Admission to the works was free to all persons who were ready to submit to the labour test. For most of the year there was no distance test and residence on the works was not compulsory. Towards the end of the fair season compulsory residence was introduced on most works by way of discipline, and occasionally the distance test was tried also

24 Hill people would seldom go more than 12 miles others went 20 or 25 miles. I should ordinarily take 10 miles as maximum for hillmen and 20 for others. Works for hillmen should be in the hill country itself

32 The system of payment by results never had a fair trial in my charge. On the test works the system was at first nominally that of payment by results, but there were many flaws which made it an unfair test, the gangs were too large, the supply of material was not regular and sufficient, the indigent and would-be diligent had to suffer for the well-to-do idlers and so got disheartened, the former lost condition and became unable to earn a living wage and the Famine Code system had to be started. Nevertheless, I am a thorough believer in a properly organised system of payment by results on works of a kind that admits of the easy ascertainment of results, provided that it is started soon enough, that the people are set to work by families, and that the people of each family know exactly what they have to do to get a living wage for all the members of the family, including children. I have written a special report on this subject early in the famine and I started some tank clearance works on a system of this kind which seemed to work well.

If the local officer in charge of a work has sufficient intelligence to vary the day's task according to the physical condition of the workers, I do not see why such a system should not be carried right through the famine.

34. My experience led me to the conclusion that the Code scale of wages was adequate. Where the gang task system was in force the idlers got more and the workers less than they needed, the former having resources of their own kept in good condition, the latter deteriorated so long as they got the penal wage when they were put into special gangs with light work and Code wages, they recovered. On one work I heard of cases of people buying trinkets on pay-day, which was said to show that they could save out of their pay, but to my mind it showed that the people had other sources besides pay. I did however hear of cases of hill people in real distress sending some few annas every week to those members of their families who had been left at home for field work. Hill people however can eke out an existence on wonderfully little grain supplemented by roots and fruits and can survive through long period of emaciation.

36. The minimum wage is in my opinion not too high, provided that a minimum amount of work is exacted in return for it. It probably is higher than necessary for resourceless people who do no work, and it certainly is too high to keep off the works idlers who have other resources, people who are in good physical condition and whose work constantly falls short of a reasonable minimum task should be fined down to the level of payment by results, or better still (a system I adopted to good effect in 1897) failure to reach a minimum task should after warning entail expulsion from the works.

37. The penal wage, one pice below the minimum Code wage, was on most works for long periods the wage paid to the great majority. I wrote some special reports about this, attributing the fact to the

gang task system and want of check on measurements. In many cases it led to emaciation

38 Payment was made weekly In case of weakly people more frequent payment was very desirable, but was found impracticable To remedy this, the Special Civil Officer was ordered to get advances from the Wani for people in obvious need of food and to make necessary recoveries on next pay-day, this would be difficult to arrange where the number of weakly people is large.

39. New-comers were paid on the weekly pay-day and no sooner Those who were in ordinary times the regular clients of the Bannas on the works got seriously into their Banna's debt, but they would probably have drifted that way even if there had been daily payments. To many others, not regular clients, the Bannas refused advances, especially towards the close of the works, hence the intervention of the Special Civil Officer was necessary

40 On the test works payment was made to the head of the gang but the gangs were too large; the headmen always depended on the Mustering Kárkún to make the distribution among the people of his gang, the wages were constantly varying and were very low, and there was much complaint But on my tank clearance works where gangs of 25 were employed and all knew what wages they would get for different depths of excavation on a uniform basis, the system of payment to heads of gangs was found to work satisfactorily and saved much time and trouble. I think, however, that it is best to have gangs not larger than families and have recommended in a special report tasking families and paying heads of families by results Payment to individuals involves on the average five times as much work.

43 The maximum wage was the Codo maximum, but I never heard of any one getting it Children able to work were put into separate gangs children unable to work were almost always fed in kitchens; weakly persons capable of light work were put into separate gangs on light tasks on some works they were paid according to the proportion of the task done, subject to a minimum on others they were allowed that maximum wage of their class until they got into good condition again I think piece-work at favourable rates would be better.

52. Small village works were mostly reserved till the end of the hot season when it was desirable to draw the people back to their villages

53 They included clearance of tanks and repairs of roads and hill passes,

54. They were conducted under the direct supervision of civil agency, the Local Board Overseers being in immediate charge.

56. The Code task system was found impracticable On hill passes a wage slightly in excess of Code wages but with no allowance for children was allowed, on tank clearance work there were three rates of pay according to the depth dug out.

Children were not admitted, the number of workers was limited to a certain maximum, loafers were turned out and new-comers taken in their places.

57. No system of selection of applicants for relief was tried

58. On one occasion people all left a small murum collection work I was supervising when a regular relief work was opened close by. It was the fame of the minimum wages that attracted them, on the small work they were paid practically by results

59. The important point about small village relief works, I found, was that we could use the people's self-interest as a lever to get some work out of them in return for their pay. Circumstances will differ from place to place but in my charge it was certainly the case that better results were obtained by poor supervision aided by such self-interest than from good supervision hampered by passive resistance of determined idlers. The *theory* was that on large works (their public utility was very doubtful) people would be under proper control and would be forced to work, so that the unpleasantness of the situation would keep out those not in urgent need of relief, and setting against the cost of relief the value of the work done, relief would be comparatively cheap and the work not excessively dear. But from whatever cause the work done on metal-breaking works was found to cost from 4 to 8 times normal rates in spite of centralization under good supervision. There is no fear of small village works in which people are interested giving such a bad return for the money spent on them if there is any supervision at all, and as a matter of fact our tanks were cleared at rates approximating to the normal. There is some risk of the employment on small village works of villagers not in urgent need of relief, but this risk can be minimised by locating the works in appropriate centres round which there is little distress. I therefore think that the relief programme should provide for a large number of such small works which may be opened in groups, each group under the supervision of a touring supervisor, when large works are proving expensive or even before that stage when the large works are not sufficiently near the people's homes to induce the people to go to them before they get into very bad condition.

60. There are many Kolis and a fair sprinkling of Thákors and Katkaris in Poona Western Sub-division. No special tests were applied to them, but relief had to be taken near their homes. The relief measures were the same as in 1897 and were equally successful. I described them in my evidence before the last Famine Commission

61. Forests works were opened for hill-tribes, but on a very small scale

63. No special measures were taken for relief of weavers and artisan in their own crafts.

64. They were reluctant to go on to relief works till forced by hunger then, many had to be put



on to specially light tasks on account of their bad condition

66. Efforts were made to get cattle fed on prickly-pear; but except in two villages in which the experiment is reported to have been a complete success, this system did not catch on. The damming of rivers was intended to save water for cattle and this object was attained. There were some dammed streams which were used as cattle refuges and kept cattle of many villages that never before resorted to them in water.

67. Compressed grass was sent out of my charge to Poona and Bombay by private merchants, there were no Government operations.

68. On large public works dependants were relieved in kitchens with cooked food given twice a day and consumed on the premises. On small village works dependants were not admitted but the scale of wages was made a little higher than that on large works to leave a margin for dependants. People with many dependants were told to go to big works.

69. The commonest form of gratuitous relief was distribution of uncooked grain once a week at fixed centres, it was chosen because it worked well enough in the previous famine.

70. Admission to gratuitous relief was restricted by no tests. The Code system was followed except in one respect. According to the Code the first qualification for dole is that a person has no relatives *able and willing* to keep him. It was observed that there was a tendency to cast dependants upon dole in order that those who should have supported them might have more for themselves. It was therefore necessary to put a little pressure upon people to make them "willing" accordingly it was directed that in such cases dependants should not be put upon dole until they were reduced to a condition in which they required dole to keep them alive then they were admitted for only so long as was necessary to restore them to fair condition.

75. Village gratuitous relief lists were drawn up by Circle Inspectors and modified at their weekly visits. All other officers checked these lists on tour, but the extra Head Karkun was in special charge.

76. The payments were made in grain at fixed centres, often as much as 15 miles from some of the villages served. The village Mahars used to take away dole for all who could not come themselves.

77. In the transplantation season gratuitous relief was given to many able-bodied but resourceless cultivators who could not leave their fields—this lasted for about a month.

79. Special Civil Officers were in charge of kitchens they were checked by all superior officers on tour.

80. Some Missionaries opened a cheap grain shop at Khed at a cost of Rs. 50 per week, selling to selected applicants at one seer per rupee above

market rates. This form of relief was successful so far as it went, but as it amounted merely to making cash presents to those who had cash, and all the funds we had were wanted for helping those who had neither cash nor credit, the idea of extending this system was given up.

83 Suspensions were based upon the capacity of the individual to pay in consideration of the crop he secured, and not upon crop failure solely. In villages in which there was a marked crop failure, it was presumed, until the contrary was shown, that a man with an average family who had land assessed at Rs 20 or more was not in need of suspension. The village officers were the usual source of information, but in all important cases the Mámílatdái was expected to make personal enquiry.

84 Suspensions were determined after collections began.

90 People were certainly more ready to come on relief than in the previous famine, which had taught them that their extraordinary ideas as to the evil intentions of Government in offering relief were all wrong. Moreover, an idea seems to have got possession of many of the people that Government were bound to relieve them whether they worked or not. Further, the people had fewer resources of their own to fall back on, as this famine, unlike the last, followed close upon another.

91 The majority of the people in my charge depend for their maintenance in the rains on advances of grain which they got from their sowcárs in June on condition of paying  $1\frac{1}{2}$  times or twice as much in November. This year most of these people found that the sowcárs would not make them advances on any terms at all, and it was only tagái and famine relief fund grants that saved them.

There were, especially among the Kunbis of Mával Táluka, many who came on to relief works before exhausting their immediate private resources, but this, as I pointed out to the last Commission, was no bad thing, as what they reserved was seldom more than enough to take them through the rains, when no relief works could be kept open within reach of them.

92 I consider that the tests allowed by the Code are sufficient to prevent persons not in need of relief from seeking it. The flaw in my charge was slackness in the method of applying these tests. I had again and again to point out the want of discipline on the works, but I can suggest no remedy so long as we have such poor material for our supervising staff. Matters were considerably improved towards the end of the famine by the appointment of Staff Corps officers and others as touring officers, each in charge of a group of works, one of whose duties was to enforce discipline.

93 I think that if such officers could be appointed early in the famine, it would be possible to select for relief those showing most need of it in their

physical appearance at the beginning of the famine, limiting the number of admissions to the number that the available staff is competent to deal with. This would prevent the disorganisation that exists at opening of new works with insufficient staff—disorganisation which crowds of loafers take advantage of to get pay without having to work for it.

96 Impure and insufficient water-supply was no doubt the cause of cholera in some places. But a more common cause was the drinking of river water after the first fall of rain water polluted by the washings from numbers of nālas used for latrines throughout the fair season near the village sites. In my charge the damming of rivers and deepening of wells had saved many villages from drought and few got cholera till the rains commenced. Special orders were issued before-hand requiring touring officers to get riverside people to get their drinking water, not from the stream but from holes protected from the flood at the side of the stream where the water was filtered by its passage through sand or soil.

99 Many of the hill people live on roots and wild fruits for some weeks every year, the only difference in famine time is that they eat more and do not wait for the fruits to get ripe, no doubt they suffer for this.

109 A few Staff Corps officers were employed in supervision towards the end of the famine. I think more might with advantage be employed at the outset. (*Vide* 93)

J. P. ORR,  
Acting Collector, Thána,  
late Acting Collector,  
Western Sub-division,  
Poona.

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*The President* — Were you in the Poona district during the famine ?

A — Yes

Q — Had you charge of a sub-division ?

A — Yes

Q — Are you still there ?

A — Yes

Q — Had you any test-works in your sub-division ?

A — We had only one in my sub-division

Q — When was it opened ?

A — In October

Q — When did you convert it into a regular relief work ?

A — In December

Q — Did it serve its purpose ? Were you satisfied in November that the need for relief existed in that sub-division ?

A — We decided to wait until the numbers were larger

Q — Was there any reason why this particular test-work was kept on for three months ?

A — The Public Works were not ready

Q — While it remained a test-work, I suppose it was managed on the piece-work system, that is to say, people were paid according to what they did and no allowance for dependants and children. Did you find that their wages ran down to a very low figure ?

A — Yes, the people complained of that

Q — Did you notice that on the test-works their physical condition deteriorated ?

A — No

Q — After it had been converted into a relief work, did you visit it ?

A — Yes

Q — Did you consider it within your function to examine, for instance, the task or the way the works were laid out, and the payments made, or did you consider that the business of the Public Works Department ?

A — I considered that the business of the Public Works Department. I enquired about the payments and made notes

Q — Did you find anything to complain of ? Did you find anything that seemed to you capable of being improved, and if so, did you report to the Collector or issue orders immediately yourself ?

A — If there was anything of no particular importance, I gave orders myself.

Q — And those orders were carried out ?

A — Yes

Q — By the work agents on the staff ?

A — Yes

Q — If it had been a matter of greater importance, for instance, if you thought it necessary to reduce the task, would you have thought yourself justified in passing orders yourself ?

A — No, I should have reported it to the Collector

Q — Did you get from the Collector delegated authority to inspect relief works and pass orders ?

A — No, I only gave general orders

Q — We have been told that the result of this Code Task system on relief works was that a large portion of the people was content with the minimum wage. Is that your observation ?

A — They did little work

Q — The work was not sufficient to entitle them to a minimum wage, and in order to stimulate them the minimum wage was reduced still further. Had that the effect of sending people off from the work or stimulating them to industry ?

A — I do not think it had either

Q — Did you find that a full *khariif* area was sown last year ? Last June or July ?

A — Yes

Q — So that there was no depression of agricultural industry owing to the relief operations ?

A — No

Q — You also supervised gratuitous relief in your division ?

A — Yes

Q — Did you associate any non-official agency yourself in the distribution of relief ?

A — In each place where the gratuitous relief was distributed there was a *patel*

Q — Did you get any useful help from him ?

A — Yes, occasionally. One or two were well-to-do men who took some interest in it, but in small villages I do not think they did take any interest

Q — Did you form the impression that the wages given on relief works were too large or too little or quite adequate ?

A — I think the minimum wage was adequate

Q —Do you think that if they did a fair day's work the minimum wage was sufficient?

A —Perhaps it was not.

Mr Nicholson —You found it possible to carry on small village works in your division?

A —Yes.

Q —Under the supervision of the village community or the *panchayat*?

A —Village officers.

Q —Assisted by Revenue officers?

A —Yes.

Q —How did you manage to test and measure the work done?

A —It was more or less roughly done. The workers were paid according to fixed rates.

Q —Two annas, one and-a-half annas, and one anna?

A —Yes.

Q —That was paid irrespective of the task? You calculated the amount that it would cost, and that amount was practically distributed amongst the coolies if work was done?

A —Yes.

Q —Is there any scope for a large development of village works in your district?

A —There are a lot of village works that could be done.

Q —Scope for irrigation tanks?

A —Do you mean small tanks?

Q —I mean tanks suitable for irrigation?

A.—I do not know.

*Answers by Mr. E L Sale, I. C. S., First Assistant Collector, Poona, to the questions drawn up by the Famine Commission.*

1 The outlook in 1899 in the talukas in my charge was only fairly good. The famine of 1896-97 had exhausted the stocks of kadbā and the general resources of the cultivators though large numbers of them had not in that year migrated to relief works or elsewhere. The harvest of 1898, however, had been more than an average one, and this specially applies to the rabi crop. The harvest of 1897 was not up to the average, but it was sufficient to keep the wolf from the door. Unfortunately prices in 1898 were low and so the excellent outturn of grain was somewhat discounted.

2 The kharif sowings were about up to the average, but a good deal of the crop withered away before reaching maturity owing to the failure of rain after the early part of July.

3 (a) The average rainfall varies from 65 inches in Mulshi Peta of Haveli (measured at Paud) to 22 inches in the Purandhar Taluka (measured at Sāsavad). Almost all of this rain may be considered to fall in the rainy season.

(b) The rainfall in 1899 was  $24\frac{1}{2}$  inches at Paud and  $8\frac{4}{5}$  inches at Sāsavad, and at the last mentioned place nearly 2 inches fell in May when it could do little good.

(c) About an inch of rain was measured in September, but, with this exception, the rains ceased after the first week of July.

(d) From 21 to 5 inches as compared with 60 to 20 inches in an average year.

4 I should say about fifteen per cent.

5 (a) Forty-five per cent.

(b) Thirty-five per cent.

6 & 7 The necessity of relief was assumed from the failure of the rain and consequent withering of the kharif crops and rise of prices of food-grains.

Test works were started first and the need of relief works deduced from the attendance at the test works.

8. The test works consisted of metal-breaking.

10 Large public works formed the bulk of the relief measures. A few village works were entered in the famine programme.

11 (a) Test works were started in November.

(c) Kitchens were opened as soon as a regular relief work was started. The first kitchen in my charge was opened in January 1900.

(b) Poor-houses were not opened till the hot weather came on and were intended chiefly to take

the place of gratuitous relief in the larger towns and their vicinity. The Government forests were thrown open for grazing without payment of grazing fees at the end of October 1899.

12 The distribution of gratuitous relief in villages was sanctioned in the beginning of December 1899.

The village officers and a committee (Panch) of respectable inhabitants were in charge of the distribution. The distribution of grain was made once a week.

Extra Head Káikúns (one to each taluka) and Circle Inspectors (three or four to each taluka), who were supposed to visit each village in their charge at least once in every 10 days, were appointed to supervise the village relief, and the Mamlatdár, Assistant Collector, District Agricultural Inspector, and District Medical Officer also took tests of the distribution of this kind of relief and kept a watch on the general condition of the people.

13 Loans for deepening wells were issued as soon as it was clear that the rainfall was bound to be very deficient and that there was a danger of the water-supply in the wells failing.

The loans were made under Act XIX of 1883, in the first place to people who had crops under irrigation which were likely to fail unless their wells were deepened, secondly to persons who wished to make new wells or deepen wells in land on which there was no standing crop. The loans were granted on the security of land and were repayable in instalments commencing from a date by which the improvement might be expected to bring in an increased income.

Later on loans for building embankments were granted and under Act XII of 1884, for fodder, seed, maintenance and the purchase of cattle.

14 Yes, over the greater part of the area thirty feet

The level of the water in most places was so low that a new well could not be dug with any certainty of success.

(a) The crop on the ground was secured in a great many cases in which wells were deepened and in which no break occurred in the work of irrigation, but in some cases, although the well was deepened twice, the water-supply failed in April.

(b) The deepening of the wells may be considered a permanent improvement in all cases where the sides of the wells were built up properly, and the same remark applies to new wells.

(c) The works were very useful in providing work for the cultivating class. There was not a sufficient allotment for the purpose to allow of their affording employment on any large scale.

15. The test works were metal-breaking works, and were under the supervision of the Public Works Department.

18 As soon as the rush of people to a test work was so large as to necessitate a considerable increase in the supervising establishment and the introduction of special arrangements for sanitation, the work was converted into a regular relief work

52 & 53 The only village works carried out in my Sub-division were the deepening of wells, which supplied drinking water to villages, and the clearing out of small tanks near villages which were useful for watering cattle.

54 (a) Some of the larger tanks were cleared out under the supervision of the Public Works Department

(b) In other cases the works were carried out under the supervision of the village officers and a *karkún* from the Taluka establishment

55 There was one small village tank cleared out by an *Inámdár* of a village, but the arrangements were all carried out by him, and he bore all the expenses out of his own pocket

56 No Code task system was enforced. The usual rates of payment were two annas a man, one and a half annas a woman, and an anna a boy.

Only people living in the villages (in which the work was carried out) who were not on relief works were employed. In clearing out the tanks in Purandhar Fort only the Kolis living near the fort were employed

58 Such village works as were in progress near relief works were too small to attract people from the latter on the chance of employment

59. In my opinion it is desirable to extend the system of village works, especially in the few weeks preceding the break of the monsoon following a famine year.

There are so many improvements, such as the destruction of prickly-pear, clearing out of road side gutters and the mending of village road, for which funds never seem to be available from the Local Funds, but which would be far more useful from the general point of view than continuous metal-breaking on the public roads.

The villagers would appreciate the utility of such works, and I do not see why a very small supervising-staff should not get a very fair amount of work in proportion to the cost out of the workers, seeing that the inhabitants of the villages which would be benefited by the works would be inclined to bring to notice any cases in which money had been wasted

60 The only people who have aboriginal blood in the Sub division in my charge were—

Two or three thousand Kolis living near Purandhar Fort, who emigrated there from the Máwal districts, and a part of the inhabitants of the Mulshi Peta. The latter are not entirely aboriginal, but they have some Koli blood in their veins, and their general habits are much the same as people of that tribe

A special road relief work was started in the Mulshi



Peta and some work was also found for the people in this part by the Forest Department in the form of demarcation of Forest Reserves by canals

As I have said before, a special work was opened for the Purandhar Kohis. The works provided the relief required. These people will not go any distance in search of work. They were averse to allowing their children to be fed in the kitchens.

61. The Forest Department found employment for a few hundred persons in the demarcation of Forest Reserves by canals and trenches. The work was supervised by the Forest Department.

63. Help was given to the weavers in several places, both directly and indirectly, out of the Famine Relief Funds.

64. Very few weavers went on ordinary relief works.

66. Cattle were allowed to graze free of charge in those forest areas usually open to grazing on payment of fees.

Attempts were made to induce people to prepare the leaves of the prickly-pear for fodder, but they did not meet with much success.

67. A large quantity of compressed grass was brought into the Sub-division by rail and laid down at certain depôts. From March 1900 onwards there was a very great demand for this grass. It was sold for cash payments and also advanced as tagai.

68 (a) Cooked food was given to the dependants on large public works.

(b) No special arrangements for dependants were made on small village works. Those really in need of food received grain in the way of gratuitous relief.

69. Uncooked grain was given out every week to people in receipt of gratuitous relief.

People preferred this to cooked food and the system was found to be more easily workable than the distribution of cooked food, whilst it offered less opportunity for fraud than the system of money payments.

70. The recipients of gratuitous relief were as a rule admitted by the Circle Inspector in charge of the village or one of the superior inspecting officers. If any people were so emaciated as to be in immediate want of food, the village officers had power to enter them on the list. Only people who were unfit for metal-breaking were admitted to gratuitous relief up to the break of the monsoon. After that cultivators who had no means of subsistence were admitted for such a period as would enable them to prepare their lands for cultivation and sow them.

71. Two poor-houses were opened.

The one at Hadapsai (afterwards moved to Bhamburda) was opened at the end of March, that at Sasvad in May.

5

The inmates were mostly professional beggars, and almost all belonged to the lowest castes.

The numbers in the Poona poor-house rose to about 380 and those at Sásvad to 200.

72 Yes, people who were found by the Police to be persistently begging in the Poona streets were supposed to be sent to the Poona poor-house

No

73 Yes As soon as any of the inmates were in a fit condition to work, they were drafted off to relief works near their homes or to their homes if they had persons able to support them or land to sow.

75 Meals were distributed in the kitchens twice a day, the hours were 10 A M and 5 P M, and were adhered to fairly strictly The food had to be eaten on the premises

76. People living in villages within a radius of three miles of a kitchen were fed there and did not receive grain in their village

77 People unable to work were admitted to the kitchens on application

76 (b) In grain,

Weekly

As a rule in the village chawdi, occasionally at a neighbouring village In the latter case the grain was given to a relation of any recipient unable to walk the distance on his undertaking to deliver the ration to the person entitled to receive it.

77 When cultivators were too much in debt to get tagai for subsistence and received no help from the Relief Fund, they were admitted to gratuitous relief for such a period as would allow them to prepare their lands for cultivation and sow them

This practice was only followed after the break of the rains and generally in those villages communication with which was hampered by swollen streams and in tracts in which the rainfall was too heavy to admit of the progress of relief works

78. Maráthas

In the hilly districts the people were not inclined to send their children to the kitchens

79 The Special Civil Officers had the supervision of the kitchens, they were of the class of Head Kárkun, they had kitchen superintendents under them, these were usually of about the standing of a junior Karkun in a Mamlatdár's office

80. No cheap grain shops were started

90 People were undoubtedly more ready to come on relief works than in 1896-97. The remembrance of the arrangements in the previous famine was fresh in their minds and they knew what their treatment there would be In 1896 few of them

had had any experience of famine works and their distrust of anything new and unknown kept them from seeking admittance on relief works at fits except under dire necessity

91 Very little money was advanced by money-lenders to any cultivators who had not the best security.

Owing to the contraction of trade caused by plague and famine many of the smaller money-lenders have very little money to lend out. They have not realized much income in the form of interest for several years and are unable to get large loans from their more wealthy brethren, what they get is not sufficient to allow them to make fresh loans.

96 The cause of increased mortality in certain villages was due in my opinion to an impure water-supply more than to any other causes

Steps to improve the water-supply were taken in every village where the supply showed signs of failing. Either existing wells were deepened or temporary wells dug in the beds of streams

If cholera broke out in a village, permanganate of potash was used to disinfect wells that were the source of the drinking supply and, if the outbreak continued, the wells were disinfected two or three times

97. Special places were set apart for male and female latrines and sweepers were employed to serve these latrines both on works and at poor-houses

Watchmen were employed to prevent contamination of open spots near the dwelling huts

A special clerk was employed on relief works to supervise the sanitary arrangements. On poor-houses the Superintendent supervised the arrangements. Special wells were selected for the supply of drinking water and men appointed to draw water with special buckets for the workers and inmates

98 Yes. The Special Civil Officer visited them, periodically, and also officers who happened to inspect the works

Inferior grain was sometimes detected, but not as a rule.

99 People in the plains mixed grass seeds with bajra or flour of other grains

In the hilly districts the people always supplement their food largely in the hot weather with wild fruits, especially the karwanda fruit

It tended to produce a form of dysentery

102 Most of the orphans were made over to relations or caste people

With the exception of orphans maintained from the outset by missionaries, I do not know of any cases in which orphans were made over to the care of missionaries. As a rule, there are plenty of people willing to adopt a small child, especially if it is a boy

106 There has been a tendency to grow vegetables in irrigated lands in preference to food-grains. Vegetables such as rutala grow very quickly and are less expensive to produce than any grain crops.

E. L. SALE,  
First Assistant Collector, Poona

*N B*—The information given in the above answers is not as full as it might be for the reason that all the records dealing with the Sub-division, in charge of which I was during 1899-1900, are in another office, and the short time allowed me to prepare these answers (I only received the questions on the 6th instant) has not permitted me to obtain all the particulars needed from the officer in whose charge the records now are.

E. L. SALE



MR G K HARKARE, HONORARY SECRETARY, THEOSOPHICAL  
FAMINE FUND COMMITTEE, POONA

*The President*—What was your experience during the famine?

A—I was the Honorary Secretary to the Theosophical Famine Committee. We relieved about 450 persons. We spent about Rs 26,000. The whole thing was in my hands.

Q—Was it outside the towns?

A—Outside the towns.

Q—How did you select the people to whom you gave relief?

A—I myself went round in the villages and searched their houses.

Q—Were you allowed to go into the houses of the more respectable classes?

A—Respectable houses I did not inspect.

Q—What sort of houses did you go into?

A—Those of *Sudras*.

Q—You got intimation from the local people as to certain persons being in want of relief, and then you went and visited the house?

A—Yes.

Q—How did you give relief, in money or in grain?

A—In grain.

Q—Did you make a list of the people to whom you gave relief? How long did your relief continue?

A—Our relief continued from May to December.

Q—To what class of people did you give relief, able-bodied people?

A—Able-bodied people did receive relief from us.

Q—If an able-bodied man could get work in the field did you relieve him?

A—No.

Q—Did you give him a dole or send him to the Government relief works?

A—There were no Government relief works at all. They were at a distance of 70 miles.

Q—Was there a large crop failure in your neighbourhood?

A—Yes.

Q—What was the *kharij* crop, was it 6 or 8 annas?

A—I cannot say. I did not notice the crop.

Q—When did you close your operations?

A—On the 3rd of December.

Q—How many people did you relieve altogether?

A—Four hundred and fifty.

Q—Four hundred and fifty daily or 450 altogether?

A—Daily.



# EVIDENCE OF MR. R. A LAMB, ICS, COLLECTOR OF AHMEDNAGAR

*The President* — Were you Collector in 1897 ?

A — Yes, I was then in Poona

Q — From your general knowledge would you say the famine of 1899 was worse than that of 1897 ?

A — It was much worse.

Q — The resisting power of the district in 1899 was not so much as it was in 1897 ?

A — No

Q — Did your difficulties begin with the *khariif* failure of 1899 ?

A — Yes

Q — How many annas in the rupee would you say the produce of the crop represented ?

A — It varied very much In the part of the district which depends most on *khariif*, i.e. the extreme west, it had between two to four annas.

Q — And in the rest ?

A — Much worse

Q — Practically you had complete failure ?

A — Yes In the Deccan they called it a one-anna crop.

Q — All round ?

A — Yes

Q — When did you first become apprehensive of famine ?

A — I did not join the district till the 24th October 1899

Q — When you joined the district in October 1899 were there test-works opened ?

A — Yes Two had already been opened

Q — They were conducted on the system of payment by results ?

A — Yes

Q — Did they last long ? When did you convert them into relief works ?

A — To the best of my recollection we opened relief works in the first week of December.

Q — Then your test-work continued throughout October and November ?

A — Yes, and the first week of December

Q — What was the cause of delay in converting your test-works into regular relief works ?

A — The test-works did not attract any considerable number of people until quite late in November The people were in hopes that the *rabt* crop would be good and they did not come to the test-works right up to the Diwali.

Q — You were not satisfied from the test-works that there was necessity for relief ?

A — Yes

Q — You came to the conclusion in December that relief was necessary ?

A — In November

Q — How many people had you on test-works at the end of November when you commenced conversion ?

A — I could not tell

Q — Several thousands ?

A — I should think so ?

Q — Did you open any poorhouses ?

A — Yes, two

Q — Throughout the whole famine ?

A — Yes

Q — During what period ?

A — In the first half of January

Q — Did you open them in any large centres of population ?

A — There was one at Ahmednagar—the headquarters

Q — Were they thrown open for wandering beggars ?

A — I opened them as soon as it was perceived that there was a considerable number of wanderers

Q — Are you in favour of the policy of having a reasonable number of poorhouses at that stage of famine relief to meet cases of wanderers ?

A — I do not think it is necessary

Q — Following the manifestation of distress do you think it is a good thing to open poorhouses to a limited extent in large centres of population, one for each *taluka* ?

A — One poorhouse in a *taluka* is more than you need, provided always you make use of the kitchens attached to the works

Q — Did you commence Government gratuitous relief in November ?

A — Yes, that was begun immediately after I came there Before I came some small sums of money were placed at the disposal of each *mamlatdar* for relief of extreme cases I instructed the *mamlatdars* to prepare registers and I told them not to allow any one gratuitous relief without first checking the registers. I gave this order on account of my previous experience

Q — Was your gratuitous relief in operation in the villages by the beginning of January ?

A — Yes, I think in every *taluka*



Q—Were your gratuitous relief operations started at the same time that your test-works were converted into relief works?

A—That was the intention

Q—When these test-works were converted into relief works was there also a change in the system of payment? On test-works you had the system of payment by results and on relief works you had payment under the Code task system with a minimum wage?

6 { A—The change was not made immediately. Test-works were converted from the beginning of December but the conversion of the system of payment did not take place till the first week in January

Q—So that you had these relief works conducted on the system of payment by results for some time?

A—Yes

Q—While they were so conducted had you kitchens attached to these works?

A—Yes

Q—That is to say your relief works were test-works with an addition of kitchens for children and dependants?

A—Yes, and with more elaborate arrangements for hutting

Q—What was the reason of your changing the intermediate system for the Code Task system?

A—I was personally ordered to do so by the Chief Secretary to Government

Q—Had you made any recommendation to that effect?

A—No. He came to inspect certain works and ordered that the change should be made

Q—Were you in favour of the change?

A—I should have modified the existing system to a certain extent

Q—Did you not find that it gave adequate relief?

A—I don't think it did altogether, there was a considerable number of people for whom the system did not work well

Q—Under the intermediate system had you a greater power of maintaining discipline?

A—No

Q—Was the conversion of the system of payment effected throughout the district?

A—Yes

Q—At once?

A—As quickly as possible

Q—Did the order of the Chief Secretary refer to the entire district or to any particular work?

A—To the entire district

Q—Is it true that people on the Code Task system preferred to get the minimum wage and do no work or to do but little work?

A—It is true, it was not possible to get a full task or even a fair task done

Q—That disposition became so marked that in another district the minimum wage was still further reduced to 9 *chhataks*. Was such a reduction effected in your district?

A.—The penal wage of 9 *chhataks* was introduced under Government order in March

Q—You found it had no great effect in stimulating industry?

A—It did have some effect, and if it had been carried out vigorously it would have had greater effect

Q—At all events the fact was that it was necessary in March to reduce the minimum?

A—That is so

Q—It was reduced to 9 *chhataks*?

A—Yes

Q—Can you tell us what proportion of labourers, roughly speaking, in your district were content between January and March to receive the minimum wage, and to do only a nominal task? How many were paid the minimum wage, or lower than the minimum wage?

A—I cannot say

Q—Do you consider that is the business of the Public Works Department?

A—Yes, they would be able to answer that question

Q—Do you consider that the works were under your control?

A—Yes

Q—Could you give orders to the Public Works subordinates on the works in regard to any matter?

A—No, I could not do that

Q—If you went on a work and found that the task which was allotted was the task for soft soil and that the workers had the day before struck on, say, hard *murum* and could not possibly do the task, do you think in that case you could have reduced the task?

A—I do not think I could without the knowledge of the Executive Engineer. I should have considered it a slight to give a direct order to his subordinates

Q—But if the Executive Engineer were 80 miles away and your order would take three days to reach him and it would be three or four more days before you got his reply, might not the workmen be starving for these seven days?

A—I do not think they could be starved in seven days

Q—They would earn only half the wage?

A—Yes, but they would subsequently be paid the balance

Q—You would expect that your order would be confirmed by the Executive Engineer in all probability?

A—Yes, it is absolutely essential that the relations between the Executive Engineer and the Collector should be on terms of absolute cordiality.

Q—Would there not be cordiality if the Collector gave a direct order to the Public Works subordinate without reference to the Executive Engineer?

A—I think not from my experience in Poona where there was always cordiality because I gave orders to the Public Works subordinates through the Executive Engineer.

Q—But could you not give an order expecting on your knowledge of the Executive Engineer that it would be passed?

A—I had no occasion to do that.

Q—Then your point is that it should be incumbent upon the Collector even in cases where you have to avoid danger to people not to give an order to the Public Works subordinate without reference to the Executive Engineer for fear the *amour propre* of the Executive Engineer should be slighted?

A—If his feelings are slighted you will not be able to carry on your work.

Q—It is very desirable to keep him on good terms?

A—Yes.

Q—With reference to some other districts we have been told that considerable difficulty was experienced by the Public Works Department owing to want of tools and plant and a proper staff of subordinates, was that your experience?

A—Yes.

Q—In course of time was that remedied?

A—Yes, it was wholly remedied.

Q—But still the staff was not more than was sufficient to enable the Public Works Department to make weekly measurements and weekly payments?

A—No.

Q—There was no attempt made to have daily measurements and daily payments?

A—None at all. I am not quite certain about daily measurements. Daily payments were absolutely impossible, but daily measurements on metal-breaking works were made and diggers had their outturn of work noted against their names daily.

Q—Do you think that more could have been done in your district in the way of digging village tanks and village wells?

A—I do not think so. Village tanks are practically unknown.

Q—They are not suitable to your district?

A—Not at all.

Q—Is there much well irrigation in your district?

A—Not very much.

Q—It is not the custom of the district?

A—No.

Q—Is there much agricultural indebtedness in your district?

A—A great deal.

Q—What is the proportion of indebted cultivators, two-third or half?

A—I do not know the district well enough to be able to say with any certainty.

Q—What is the state of the cultivators—are they rich, all owners of land or money-lenders?

A—No.

Q—Your village register is not the actual record of the proprietary rights?

A—No.

Q—Are you in favour, of having on your records the names of the actual owners of the lands, & the names of the money-lenders being recorded where they own the land and cultivators being recorded as sub-tenants?

A—Yes.

Q—We have been told that the money-lenders obtain as rent five or six times the amount of Government revenue?

A—Probably about five times.

Q—If an amended record were provided and thereby the *saukār* were put into his proper position and recorded as the occupier and the tenant were placed in his proper position, namely as sub-tenant, would you be in favour of a rent law regulating the relations of the *saukār* and cultivator as landlord and tenant?

A—I would not approve a law limiting rent.

Q—You would not interfere between the *saukār* and the sub-tenant?

A—No, not at all, only so far as to make the record a correct register of the name of the holder.

Q—In cases in which the Deccan Rayats' Act applies?

7 { A—I think where the Land Revenue Code applies. My district is under the Agricultural Relief Act and under the Land Revenue Act also.

Q—If the Land Records were amended would you not be in favour of introducing a law which would give protection to sub-tenants?

A—I have not considered the question. It would be a perfectly new thing. It might very well be done.

Q—Does it not seem an anomaly that the actual cultivator of the soil should be handed over to the money-lender without protecting him from the consequences?

A—Yes

Q—Should not the *saukhar* who is in possession of the ownership be made to pay the revenue instead of the sub-tenant?

A—Yes

Q—Is it not a necessary corollary that there should be protection to the sub-tenant?

A—Yes

Q—If you amend your records would it not be desirable to give the landlord's property a separate number under your survey system, you would have to recognise the division of the field?

A—Yes

Q—Do you think that the relief has been somewhat profuse?

A—I think it has erred on the side of liberality

Q—What was your *lharif* of 1900 like?

A—It was above normal

Q—Did the distribution of relief in any way demoralize the people, keeping them away from their usual occupations?

A—I do not think so.

Q—Did they resume their occupations immediately after the rainfall?

A—Yes, they left the works

Q—You had in June 196,000 left?

A—That is only on relief works

Q—What is it including the dependants?

A—My figure is 240,000, that includes village relief of all sorts

Q—Did you in the rains extend your gratuitous relief in villages?

A—Yes

Q—It was so far extended that it was opened to people who came to their villages for the purpose of cultivation and who had no means of living, unless they received either charitable relief or gratuitous relief?

A—Gratuitous relief was given from charitable funds

Mr Nicholson—Your rate of mortality among cattle was 29 per cent?

A—Of wandering cattle

Q—Was there much wandering among the cattle?

A—Very much

Q—There was a considerable amount of help from Government?

A—A large amount of fodder was imported

Q—As much as 10,000 tons?

A—I do not remember how many tons

Q—Was a large amount of fodder imported by private enterprise?

A—I could not tell you

Q—Can you make any suggestion by which in future you could avoid cattle mortality?

A—Give them free forest grass

Q—Were cattle found dead in the forests?

A—Yes

Q—Was any actual census made of the mortality of the cattle?

A—Yes, by the village officers and checked by Circle Inspectors

Q—The average death-rate is 12 per cent to 15 per cent in ordinary years?

A—Yes

Q—As regards weavers do you approve of special relief to weavers?

A—No Because they are scattered in small numbers among many villages and most of them went on relief works

Q—You would approve of weavers relief if they existed in large numbers?

A—Weavers relief was given in three municipal towns

Q—Would it not be more economical to relieve them so than by ordinary relief?

A—It depends how much the surplus stock in hand is sold for

Q—Even if you found the loss to be 20 per cent, do you think it would be more economical to employ weavers on their own business than to give them other relief?

A—Yes If the loss is only 20 per cent it would be economical

Q—You say one-third of the cultivating class was on relief works? What was the proportion of petty cultivators on relief works?

A—One-third

Q—That is men who pay less than Rs 5?

A—I would not say with any accuracy

Q—The petty cultivators' class actually do labourer's work?

A—Yes

Q—You had a considerable number of these labourers?

A—Yes

Q—Something like 15,000?

A—Less than 15 000

Q—A considerable amount of your expenditure has been due to immigration?

A—Some share of it

Q—Does the Bombay Code contain any provision for the disposal of orphans?

A—They are either kept in villages on doles or fed in the kitchens

Q—Do you think that *bond fide* orphans should not be disposed of until towards the end of famine?

A—As a rule we kept them on gratuitous relief or fed them in the kitchens

Q—Are they helped by private charity?

A—Undoubtedly. A great many have already been taken over by philanthropic gentlemen in Bombay and Poona

Q—Were attempts made to trace the relatives of the orphans?

A—Yes, and when it was found that they had no relations they were sent to the missions

Q—Were the cultivators kept on work close to their villages?

A—Yes, the relief works were so numerous in the district that there were few villages distant from relief works. We had 42 separate camps for two lakhs of people engaged in relief works

Q—How many miles were the relief works from villages?

A—Ten miles was an outside limit

Mr. Bourdillon—I notice that there was very little cholera, but a steady rise in mortality. Had that anything to do with immigrants? Did they come in bad condition?

A—Yes

Q—You had a great loss of life among them?

A—Yes, certainly

Q—The mortality in the rains was not caused by cholera but by dysenteric diarrhoea?

A—Yes

Q—Did you have much trouble with cholera in your camps?

A—No. We burnt the camps when cholera took place and supplied new huts

Q—What sort of staff of medical officers had you?

A—We had no difficulty about the medical staff

19 [The witness subsequently made the following additions and corrections to proof of oral evidence]

1 I don't think I said two. The number is twelve, one more was opened immediately after, or thirteen in all

2 The answer is correctly reported, but is itself incorrect. The first relief works were opened on 23rd November 1899

3. The answer is correctly reported, but it should run, "Yes, and until the end of December"

4 This is not accurately reported. The correct account is "I opened two poorhouses in the first half of January, and kept them open until near the end of the famine of 1899-1900, namely, until end of October 1900"

5 Add "and one at Shevgaon, where there were many immigrants from the Moglai"

6 Substitute "end of November" for "beginning of December"

7 This answer does not read like anything that I could have said, but I have no recollection what I did say. I do not now understand the point of the question, and therefore cannot suggest an amended answer. It is very likely that I did not at the time understand the point of the question

8 I should like to have it recorded that these answers are given quickly in a rapidly conducted examination, that they are to be read subject to the answer immediately preceding them, and that they do not represent the opinion that I might hold on full consideration of the whole subject of which only one side is presented in the question

9 This is absolutely wrong. The *khariif* crop of 1900 was less than half of normal

10 The question appears wrong. It should be "you had in June 1,96,000 left on the works" (not who left)

(Note corrected in the evidence)

11 2,40,000 is wrong, the figure is 2,75,000

12 This is absolutely wrong. Gratuitous relief was never given from charitable funds. Gratuitous relief is what Government gives under Chapter V, and sections 148-150 of the Code, charitable relief is what is given otherwise than by Government, and great care is taken to prevent the two kinds of relief from overlapping. The answer to the question is simply, yes

13 I have no recollection whatever of the term "wandering" being applied to cattle, and the question and answer as printed quite misrepresent the facts, which are—"The rate of mortality among cattle was 29 per cent, the mortality occurred amongst plough and milch cattle and also among the other cattle, of which there are many in every village"

14 The quantity actually imported was nearly 85 lakhs of pounds

15 There was no fodder imported by rail by private enterprise for sale, there was some so imported by road, and there was also some imported both by road and rail for private use, but quantities are not available

16 This very much misrepresents my view. Reserve forests may be and were open to free grazing, but they are of very little use, because in a year of general drought they do not contain any more grass than the waste lands outside forest

17 Add "but not in large numbers, and only in the ghat forests to which cattle from the plains had been sent."

18 ' An outside limit " is absolutely wrong I gave 10 miles as an *average* Many villages were much further from a relief work than that , but 20 miles may be taken as the outside limit except in case of a few scattered outlying villages

19 I am very sure that I did not say " we had no difficulty about the medical staff " We had great difficulty , medical officers for famine relief works were very long in coming, and many were not worth having when they did come In my opinion it was one of the worst points in the administration of the famine

## Mr R A. LAMB, I C S.

*Replies by Mr. R A Lamb, I C S, Collector of Ahmednagar, to questions drawn up by the Famine Commission.*

*Introductory.*

1. Year 1896-97 famine year.

Year 1897-98. *Tusar*.—Shevgaon 12 as.

Jámkhed 8 as

Shiígonda 2 as.

Other talukas Nil.

*Kharif*—Rain in parts excessive and unreasonable, in others sufficient in quantity but untimely, in others insufficient or absent

Outturn, grain crop—In east, north, north-west, 10 to 14 as, centre, south and south-west, 6 as, except 1 taluka 4 as and 1 taluka 1 anna

*Cotton* in 4 talukas only. 4 as in 2, 2 as in 1, 1 anna in 1

*Rabi*—Rain sufficient for sowing, insufficient for maturing crop

Outturn 4 to 9 as., average 7 as. Rainfall average of talukas 17.97 (normal average 25 inches)

Year 1893-99 Rainfall average of talukas 15.78.

*Tusar*.—Scanty rain 2 talukas 8 as.

2 talukas 6 as

2 talukas 4 as

4 talukas 2 as.

1 taluka Nil.

*Kharif*—Rain partial for sowing and generally insufficient for developing crop.

1 taluka 10 as

1 taluka 9 as.

2 talukas 8 as.

1 taluka 7 as.

3 talukas 6 as.

1 taluka 4 as.

1 taluka 3 as

1 taluka 1 anna

*Rabi*.—Rain good for sowing, insufficient for developing.

2 talukas 10 as.

6 talukas 8 as

2 talukas 7 as

1 taluka 5 as.

Outlook at commencement of rains, 1899, one of anxiety. Owing to famine and indifferent crops in three preceding years, to dislocation of trade by plague these same years, to tightness of money partly caused by currency question, to unfavourable predictions of astrologers, credit was almost unobtainable, while prices of grain were low and unremunerative to the grower. Water-supply was failing in hot weather of 1899. But rains opened well in May and June.

2 (1) No 694,000 acres

(2) 61.55.

(3) Average of actuals of 5 years—1,127,000 acres.

3 (a) 25 inches (round number for normal years)

(b) 11.39 inches (15th May to 15th November). 44 per cent

(c) 15th September 1899 (slight ineffectual showers in a few talukas in October). Also long drought in July and August

(d) Actuals, 1899	June	5.38	Note		
	July	29	May	15.31	84
	August	81	October		06
	September	4.1	November	1.15	0
	Total	10.49			90

Total for rainy season 11.39

Average of 5 years preceding (abnormal years)	June	4.12	Note		
	July	4.80	May	15.31	80
	August	1.51	October		1.73
	September	8.16	November	1.15	20
	Total	18.83			2.23

Total for rainy season 21.12

4. Normal cultivated kharif area 1,127,000  
 Normal cultivated kharif outturn 12 as.  
 Actual cultivated kharif area, 1899 694,000  
 Actual cultivated kharif outturn, 1899 . . . 1 anna  
 Reply—5 per cent.

I must confess to not understanding why questions 2 and 4 are restricted to kharif. This district is more rabi than kharif. The figures for rabi can be taken out if required, but are not available in the time allowed.

5 From the Occupation Table of the Census of 1891 —

- |    |   |         |
|----|---|---------|
| 1  | Land occupants, tenants and shareis, cultivating, gardeners, seedsmen, &c | 435,650 |
| 2. | Agricultural labourers  | 123,651 |
| 3  | Total population  | 888,755 |
|    | Percentage of 1 on 3  | 49      |
|    | Percentage of 2 on 3  | 14      |

## *Preliminary Action*

6. Necessity of relief was assumed from fact of crop failure. Extent and degree of necessity was measured by test works

7 Failure of crops, numbers on test works

8 (a) (1) Opening of test works, with grant of gratuitous relief in sporadic cases of destitution, followed by

(2) Gradual conversion of test works into regular relief works, with extension of gratuitous relief systematically in all villages.

(b) Tests were test works

9 (a) Yes, Yes, in some cases, not in all

(b) No, No.

10 (a) Large

(b) No

11 (a) Test works opened as soon as from reports of local officers it appeared crop failure entailed famine. The first was opened on September 11th, 1899

(b) Poor-houses were not opened until relief operations had been some time in progress, i.e., until January. Only 2 opened—Nagar on 14th January 1900, Shevgaon on 17th January 1900

(c) (1) Kitchens were opened on all regular large famine relief works as soon as the work opened.

(ii) In villages kitchens were not started until later, the first was opened on 8th April 1900

(d) As soon as Government gratuitous relief began systematically. Copy of Circular is appended, marked A

(e) In two talukas the Government forests were not opened as these talukas had good fodder crops though not grain. In the other talukas the forests were opened from 7th September 1899

12 (a) & (d) (1) Instructions to village officers. See accompaniment to Government Resolution No 295, Famine Department, dated 20th January 1900

(2) Staff of Circle Inspectors doubled on 8th December 1899 with instructions, copy attached B.

(3) Taluka establishment strengthened on 16th January 1900 by one Relief Head Karkun and one karkun (chiefly for account work at taluka headquarters)

(4). Mám-latdai relieved of all bench-work on 20th January 1900 (to enable him to be constantly on tour).

Weekly diaries from Circle Inspectors and Mám-latdars to Sub-Divisional officers

Weekly reports from Sub-Divisional officers to Collector

(b) Nil.



(c) Taluka Local Boards with any additional members coopted (*sic*) were made Taluka Committees of the Famine Charitable Relief Fund, of which a District Committee was formed at District headquarters, December 1899.

13 *At outset* (a) Yes

(b) To all solvent applicants

(c) Land Improvement Act and (but little) Agriculturists Loans Act

(d) The usual conditions Only it was directed that any holder who had not paid his land revenue on due date, but whom the Mamlatdār had recommended, or *intended to recommend* for postponement of revenue, should be regarded as *not a defaulter* and should, therefore, be qualified to receive a loan

(e) Deepening wells, building up wells, sinking new wells, ropes and buckets for wells

(f) In whole

14 (a) In many parts

(b) No statistics It was distinctly greater than normal.

(c) Yes.

(a) in part,

(b) in some cases,

(c) Yes

15 (a) Test works on the works entered on the famine relief programme

(b) No,

(c) Executive Engineer

16. (a) Metal breaking—

	Boulder stone Cubic feet	Blasted stone Cubic feet
Class I	5	6
Class II	3 33	4
Class III	1 67	2

(b) As to sex—men were class I, women class II. As to previous occupation—no distinction.

17 (a) Yes

(b) A maximum, no minimum, no rest-day allowance, no allowance to dependants

18 (1) The increase of numbers on test works.

(2) The observed reduced condition of people.

### *Large Public Works*

19 Large, from among those on Famine Relief programme

20. (a) Executive Engineer,

(b) Not to my knowledge

(c) No.

(d) Yes

(e) Not in sufficient quantities,

21 (a) Yes

(b) No maximum fixed to my knowledge

(c) Number which could be accommodated on works as found by experience, frequently exceeded.

(d) (1) Refusal of admission, and referring to other works not yet full

(2) Drafting from over-full works to those not full

22 (a) Yes

(b) Executive Engineer alone can give in detail

In outline —

On each work—

An upper subordinate in charge

A subordinate in charge of each section

A master káikun to 5 (or 6) gangs of 50 each

A mukádam to each gang

A writing mukádam to each gang for measuring and recording outturn of work.

A cashier to every 2,000 workers

(c) The prescriptions of the appendices to the Famine Relief Code and the district orders issued in the famine of 1896-97 on all these heads were developed and amended from time to time as experience showed need

(1) chiefly by district circulars, of which copies can be supplied, if required,

(2) by orders given in inspection books kept on each work

23 (a) Free

(b) No

(c) No

(d) Yes, in the fan season, not in the rains

24 (a) 250 square miles @ population 140 per square mile

(b) 35,000.

(c) Extreme cases of 50 or 60 miles were observed. Some 30 or 40, many 20 to 30, most under 20.

25 The subordination was as prescribed in the Famine Relief Code

26 (a) A Special Civil Officer to each work, if large, a Special Civil Officer to each section, or else an Assistant Special Civil Officer

(b) From Head Kárkuns and other káikuns in Revenue offices, or other offices, from school masters, from candidates for employment.

(c) Assistant Special Civil Officer Rs 30, Special Civil Officer Rs 50 minimum, Rs. 80 maximum.

(d) See Government Resolution No 8700, Revenue Department (Famine), dated 14th December 1899, paragraph 7.

(e) The Special Civil Officer did not check measurements.

(f) *iii* He did not calculate wages, or check the calculations, he was merely present at payment and saw payments made according to the payment sheet. He did not submit reports and accounts other than those of the kitchen. See Government Resolution No 2019, Famine Department, dated 12th April 1900, paragraph 5

27 No, with the Executive Engineer

28 (a) (1) On earth-works composite men, women and working children. Classes I, II, III.

(2) On metal-breaking works—simple, the classes in separate gangs

(b) Generally 50

(c) Yes; successfully.

29. (a) As per Famine Relief Code (but see answer 111 on Section 70) } Classification

(b) A transcript.

(c) Wage scale —

As per Famine Relief Code.

(d) Difference from Famine Commission Report, paragraph 456 —

I 1 chatak less

III. { Maximum 2 chataks more  
Minimum 1 chatak less

Nursing mothers 1 pice per child instead of 5 chataks

(e) From administrative point of view an even further departure would have been justified

(f) Also from the point of view of economy

30 (a) No

(b) No

(c) The time allowed for replying to the questions is too short to admit of detailed discussion. So long as fixing according to outturn is carried out down to a reduced minimum or penal wage as last year, or without limit as up to the present this year, the financial results of the absence of a sex distinction in wages appear to be hardly appreciable. I think, financially, much saving might be effected without the trouble of sex classes (of the physiological necessity for which I am not convinced) by adopting the scale quoted in my reply to 31

31 (a) No

(b) Yes

(c) Never on the same work. The two systems *may* have been in force at the same time in the same sub-division of the district during the process of changing from one system to the other, but only temporarily until the change was complete on all works

32 (a) Yes

(b) The experience of this year is likely to enable an answer to be given more confidently than is possible now

33 (a) See reply to 16 (a)

As to earth-work the Executive Engineer will reply

(b) Graduated.

(c) No

(d) Greater leniency.

(e) The result of discussion on experience gained as operations progressed.

(f) All classes of famine relief workers

34 (a) Please see pages 14 to 16 of accompaniment to Government Resolution No 2180, Famine Department, dated 5th May 1900.

The scale would easily bear reduction

(b) I invite a reference to pages 3 to 5 of the same papers. The effect of the wages was that the minimum wage—even the penal wage—sufficed to keep in fair condition those who came on in fair condition, it did not suffice to restore to fair condition those who came on in poor condition. In children under 8 the ration sufficed to restore to good condition all except those who came on in extreme emaciation. It was markedly more than enough to maintain fair condition.

(c) Certainly. I learnt in one case of land revenue being recovered from workers on a famine relief work out of their earnings on the work. That they saved is shown

(1) by their ability to take holidays from time to time,

(2) by their being able to buy clothing out of their earnings,

(3) by their requiring very little subsistence money when leaving the works and living at home to cultivate when the rains came

(d) Cashiers frequently complained of difficulty in obtaining copper in the bāzār as they were directed to do. As a matter of fact not so very much copper was in use. Workers got their wages weekly and paid their Bannas' bills weekly, hence a large amount of payments both ways were made in silver.

35 (a) Rest-day wage was given:

(b) No

(c) I have no experience of (b)

36. (a) Yes

(b) Down to the penal

37 (a) Minimum wage allowed as soon as test works converted into regular Famine Relief Works and Code system introduced, but subject to fine of 1, or even 2, pice under Section 87, Famine Relief Code.

(b) Penal wage introduced later

(c) When introduced, fining was down to penal wage

(d) No.

38 (a) Weekly

(b) Desirable, but not practicable without excessively increased establishments.

39. (a) Weekly.

(b) To some extent Relieved by grain chits. See Government Resolutions Nos. 9, Famine Department, dated 2nd January 1900, and 937, Famine Department, dated 16th February 1900

40 (a) To individual on regular Famine Relief Works

(At first on test works to ganger)

(b) Individual payment.

41. (a) The figures are recorded in the Executive Engineer's office and his reply will doubtless give them

(2) I believe some did

42 Payment by results was not in force Famine, however, was regulated by outturn

87½ and over of full task earned maximum wage

62½ to 87½ of full task earned intermediate (between maximum and minimum)

37½ to 62½ of full task earned minimum

Below 37½ of full task earned penal.

Later, the lowest or penal limit was abolished, and anything below 37½ of full task was paid in proportion 33⅓ per cent of full task ⅓ of maximum wage, 25 per cent ¼, 20 per cent ⅕, 12½ per cent ⅙, and so on to the nearest price.

43. (a) Equivalent of 19 chataks at the price of grain of the week.

(b) Non-working children fed in kitchen.

(c) Class IV, sub-class (I), people were at first lightly worked by Special Civil Officer and paid by him minimum wage in cash, later by Public Works Department.

(d) No task enforced.

(e) No experience of piece-work at favourable rate so applied.

44. Contractors were at first employed for blasting stone for metal-breaking, but the discontinuance of this was ordered, the work to be by famine relief workers, by task No other contracts to my knowledge, except for skilled work beyond the power of famine relief workers, e. g., masonry outlet to tank.

45. Code task system with muster-rolls

46 (a) The Māmlatdār supplied the "nirakh" of the nearest bazār

(b) The cheapest At first jowār, then rice, then bājri

(c) The actual was taken.

47 The Collector intimated to Executive Engineer the necessity for opening a work, or on finding a work as full as it could hold, the Executive Engineer intimated to Collector need for a further camp on same work or a new work. Collector and Executive Engineer consulted and agreed as to the new work or camp, Executive Engineer fixed a date on which he would be ready to open it, providing establishment, tools and plant, and the Collector appointing a Special Civil Officer, the Collector published the date, on arrival of applicants, Special Civil Officer received them at appointed spot marked by flag, classified them, sent workers with their lists to the Public Works Department Office, and non-workers and their lists to kitchen, Public Works Department Officer formed workers into gangs on works, kitchen superintendent (under Special Civil Officer's direction) formed non-workers into gangs in kitchen. On metal breaking works, each worker had his pile of broken metal in front of him, carried it at fixed times to the general heap for his gang, writing mukádam recorded against each name the number of baskets so brought by each, these were noted on the muster rolls, and totalled at end of week, and thus each individual's outturn for week was found. The general heap of the gang was measured up and the result checked with the total number of baskets noted against all the members of the gang. On earth-works individual tasking not possible, each gang's work was marked out and measured up and the amount payable under the code distributed by calculation according to class to the individuals of the gang. Wages paid on the two days preceding bázár day of nearest bazar town, by cashiers to each individual worker, in presence of at least one independent witness. Wages and fines calculated by Public Works Department office establishment as shown in reply to 42. Conserving water-supply (also arrangement for latrines and burying ground). See circulars attached\*. The date is late, but the circular embodies all instructions issued from time to time, as experience dictated amendments.

*Hospital*—Public Works Department erected sheds, Sanitary Commissioner supplied Medical Officer, other hospital establishment taken on locally. Civil Surgeon supplied medicines. Collector intimated to Sanitary Commissioner and Civil Surgeon date of opening new camp.

48 (a) Government. See Famine Relief Code, Appendix III.

(b) At first the Executive Engineer devised tasks, which the Collector accepted. These continued until Government in the Public Works Department published new tables. Government Resolution No F-538, dated 5th March 1900. I did not understand that I had power to alter scales of tasks or rates of wages.

(c) Nor did I alter such scales or rates in anticipation of sanction.

49 (1) No drafting from large works to small, except in one case, to provide labour for a desirable work, and reduce pressure on large work, it was successful

(2) Drafting from large to large was tried for various reasons. It was not very successful.

*Small Village Works*

50 None, except (a) in the case of hill tribes and (B) one work under a Municipality

51 (a) Making roads, (b) silt-clearing in aqueducts, &c

52 Civil Agency

By direct management

53 } *Nil*  
54 }

55 (a) Yes

(b) The Code scale

(c) (a) Special classes—only hill tribes.

(b) Any class not beyond the number required, and obtained by drafts from large work

56 No

57. No

58. I am in favour of large works, except for special classes, such as hill tribes

*Special Relief*

59 (a) Several

A. Living in distinct tract

B Scattered through the district

(b) A Specially treated as recommended by Famine Commission Report

B No special treatment

(c) A Required relief near home

B Forward to take relief.

(d) Quite successful

60 (a) A little forest work was opened, but it was of no importance. No fodder work

(b) By Divisional Forest Officer. Any class

61 No

62 Yes in 3 Municipal towns, by aid of Government loans, for weavers only, on systems slightly differing. See Government Resolutions Nos 2099, Famine Department, dated 25th April 1900, and 2162, Famine Department, dated 3rd May 1900

63 Varying, some went readily enough, and preferred the wage earned there to the small earnings to be gained under special relief, others were reluctant to go on ordinary work. The special relief was given to those only who were deemed unfit for ordinary labour

64 (a) Special weaver relief successful as to relief

(b) As to economy the result remains to be seen

(c) It would have been possible to do more, but it was not in my judgment necessary

65 (a) Importation of fodder by Government agency and sale below cost price Opening of forests to free grazing

(b) Cattle mortality returned at 29 per cent of total number of all sorts of cattle

66 Yes Imported by rail, and sold from depôts establishment in various talukas

*Gratuitous Relief*

67. (a) By cooked food

(b) In cash

68 In villages, uncooked grain, on large famine relief works, cooked food, on small works, cash Chosen in each case as the most effective in the circumstances

69 (a) Gratuitous relief in villages did not go beyond Sections 57, 60 and 148 of the Famine Relief Code

(b) Selected by persons with local knowledge.

No test such as eating cooked food.

70 (a) Two

(b) In January 1900

(c) All classes from Marátha downwards.

(d) See the returns in Form 17 Up to 2,500 in one

71. (a) Yes

(b) No

72 Yes

73 In this and following questions, I presume only *village* kitchens are referred to, not those on famine relief works

(a) Number of kitchens opened before rains broke—5

(b) Number of kitchens opened after rains broke—5

(c) Four miles

74 (a) Rations laid down in Famine Relief Code

(b) Twice a day about 9 a.m and 4 p.m.

(c) To feed on premises.

75. (a) No limit prescribed, but where famine relief work kitchen existed, I opened no village kitchen anywhere near.

(b) No

76 (a) Restricted to those eligible for gratuitous relief.

(b) Same as for admission to dole

77 (a) As per Famine Relief Code.



(b) Jowári, rice, according to price

(c) Constantly under direction of Medical Officer

78. (a) The village officers

(b) By Circle Inspectors, by Mámlatdárs, by District Medical Officer, by Sub-Divisional Officers, by Collector

(c) By Circle Inspectors weekly, by the others under (b) occasionally

79. (a) In grain

(b) Daily where grain-dealer and village accountant both lived in village, weekly otherwise

(c) At the grain shop on the village ehávdí for Sections 57 and 60 able to attend, at their houses for Section 148 and those under Section 57 unable to attend

(80) (a) To cultivators not in good condition and unable to cultivate without such assistance

(b) For periods of ploughing, of sowing, of weeding, only

(c) To enable them to obtain a crop for next season

81 (a) Marátha (Kunbi)

(b) Classes superior to Maratha, *e.g.*, Sonar, Lingáyat At all stages

82 (a) A superintendent or káikun on monthly pay, the village Headman and Accountant with monthly allowances

(b) Supervision of Mámlatdár, visitors, official and non-official, resident in village

83. No.

84. Nil

### *Suspensions and Remissions of Land Revenue*

85 (a) Demand for revenue year 1899-1900—Rs 16,41,529-12-3

Suspended (up to 30th November 1900)—Rs 7,14,025-7-6

In arrears (on 30th November 1900—Rs 1,84,893 9-11.

Arrears of former years

Outstanding on 30th November 1900—Rs 80,847-9-0.

Out of which suspended—Rs 80,847-9-0

Not suspended—Nil

(b) Remitted—Nil

86 General capacity to pay taken into account, determined by local enquiry, by village officers, checked by personal enquiries of Mámlatdár.

87. After

88 No Zamindári tracts

89. No

*General.*

90 Proportion reached 30 per cent. Causes succession of bad or poor years, almost total failure both early and late crops, immigration from Moglai

91 (a) At first the demand for relief was in excess of the arrangements for giving it, this was followed by a reaction in which it appeared that the relief given was in excess of the absolutely necessary, finally an equilibrium was established which lasted to the end.

(b) At first the great numbers seeking relief, and the poor condition of many applicants, later the apparent well-to-do condition of some applicants, finally the ability to provide for all applicants and their apparent destitution

92 (a) Cultivators and labourers.

(b) At the maximum (30 per cent of population) about one-third of the cultivating classes (occupants and tenants) and all the labourers

93 I have experience of only one former famine, 1896-97. People were perfectly ready to come on relief then, equally so last year.

94 (a) Private credit appeared to be reduced to the narrowest limits

(b) As a rule people did not come on relief until their resources were exhausted, but some were wise enough to come earlier. It was not found necessary to give to cultivators much subsistence *tagái* or gratuitous or charitable relief for subsistence to enable them to cultivate when the rains came.

95. Yes, provided discipline is adequately enforced

96. (a) I have no further tests to propose

(b) I proposed to reject applicants at famine relief work who came with cattle, private stocks of grain, or wearing silver ornaments. But Government did not approve. I have not thought out any more careful system of selection.

97 The circular which I issued on the subject is attached, marked D.

98 The District Medical Officer can best answer this. To me it is impossible to explain why on some works, apparently as well managed as other works in respect of tasking, wage, food-supply, sanitation, water-supply, there was a markedly higher mortality, or an observed excess of persons leaving the work sick and dying in their villages. The cause of deaths was mostly diarrhoea or dysentery, in many cases doubtless brought on by obtaining good food on the works, which a stomach enfeebled by over-long feeding on unsuitable innutritious food was unable to assimilate. I do not think any death can be attributed to insufficient food on works. Many were ultimately due to insufficient food *before* coming on relief.

99. (a) Probably not at all. The provisions regarding water-supply are shown in the circular

already referred to. A sufficient number of wells were rented and there was never anywhere a lack of potable water, and its purity was carefully guarded.

(b) Yes. Daily.

100 (a) See the circular attached (C)

(b) Similar to works.

(c) None.

They were sufficient. Supervised by Medical Officer, Special Civil Officer, Public Works Department Officer in charge, all superior departmental and inspecting officers

101 (a) Yes, by Special Civil Officer and all superior officers

(b) In rare instances

102 (a) In villages, Yes, on famine relief works, No

(b) None that I know of

103 (a) Yes. From the Nizam's territory.

(b) It is impossible to form an estimate of any value, as immigrants concealed the fact of their being foreigners for fear of being sent back again. But I suppose at one time we had *at least* 15,000 of the Nizam's subjects on our relief, very probably double that number

104 It is not possible to answer this question

104. (a) The famine is not at an end, but is continuing for another year. However, many orphans have been taken over by the American Marathi Mission, S P G, R. C Mission, and by two private benevolent persons in Bombay and Poona, many have been taken by friends and caste people

105 (a) No

(b) No

106 (a) No, as to grain, as to fodder, Yes, there was occasional delay said to be due to want of rolling stock

(b) I do not think so

107 (a) Reports by station masters by rail

(b) By river there is none.

(c) By road by Mamlatdars

(a) Quite reliable

(c) Not reliable.

(d) I have not attempted to work out the figures; but most must have been imported.

108 Not until the rains, when such complaints came from two cotton-growing talukas. The penal wage limit of fining was thereupon abolished in those talukas

109. No such changes have fallen under my observation or been brought to my notice

110 (a) Yes (1) for reaping, threshing, preparing for storage, Math, Udud, Mng, Hulga, Kardar

gram 4 sers per 48 sers (measure), (2) for reaping bajri and jowari cash wages are usual, but some pay in grain at the price current of grain, for picking ears off stalks 1 ser (measure) for 100 bundles.

(3) Picking chillies 1 ser per 10 sers (weight).

(b) No

(c) No Fallen

111. (1) The last sentence of Section 55 applies in terms to municipal towns only. It has rightly been applied generally.

(2) Section 70 Class IV, sub class (1), is not now shown as gratuitously relieved, but as workers.

Class IV, sub-class (2), is usually kept in the kitchen, and not sent to homes or to poor-house

All this is justifiable, and the Code needs amendment so as to formally authorize the actual practice

(3) Section 74. Nursing mothers not required to work are fed in kitchen, there being no ration laid down for the prescribed wage of 15 chataks, revised orders are necessary See Government Resolution No 2303, Famine Department, dated 16th May 1900

(4) Section 82 has never been complied with

(5) Section 83 Full wages are not paid when only half or less than half the day's work is interrupted by rain See also Government Resolution No 2684, dated 2nd July 1900, Famine Department.

(6) The last clause of Section 85 is not so expressed as to cover the actual practice of giving  $\frac{1}{6}$  of the minimum ration for every one of the 6 working days on which the worker is present, and nothing for those on which he is absent See Government Resolution No 1874, Famine Department, dated 30th March 1900.

(7) The limit of fining known as the penal wage is not provided for by Section 87 (), the last sentence of the clause is never acted on

(8) The Special Civil Officer is required to do several things not mentioned in Section 92, *e g*,

i. Check Public Works Department muster rolls.

ii Arrange for water-supply and direct the working of it.

iii Arrange for water-supply and direct the working of latrines

(9) Separate poor-houses are not provided near large relief works Section 95 Kitchens are used as poor-houses See also Section 125

(10) Section 96. Special Civil Officers' diaries are not in practice sent to the Commissioner See Government Resolution No 2141, Famine Department, dated 1st May 1900. A form is prescribed in this district

(11) Section 101. (a) There is no programme of small works, nor is any needed.

(12) Section 105 (a) The quantities of salt, ghi, condiments and vegetables are not correctly represented in the grain equivalent. See Government Resolution No 2557, Famine Department, dated 15th June 1900.

Also many Special Civil Officers find the quantities unsuitable

(13) Section 122 The proportions prescribed are justifiably departed from, in some cases

(14) Section 132 These people are usually fed in kitchen.

(15) Section 149 is not in my experience acted on

(16) Nor Section 150

(17) No special relief to weavers has been undertaken by Government outside Municipal towns, in Municipal towns by the Municipality aided by Government

(18) The prescription of 7 per cent in Section 175 (b) is rightly modified in practice

(19) Section 176 (d) The words "in communication with the Special Civil Officer" are obsolete

(20) Section 176 does not provide for the Medical Officer visiting the *kitchen*, as he has to do

112 (a) Ycs.

(b) Officers and sepoy's of Native Army, Yes, Non-Commissioned Officers, British Army, No

(c) The Post Office lent one man

113 (a) Not used except for—

(1) Charitable Relief Fund

(2) Weaver relief, under Municipal Agency, also under Mission Agency

(3) Visitors to poor-houses and village kitchens

(b) Ycs

(c) I do not think so

114 (1) (a) Change from payment by results to Code system was accompanied by great increase in number of applicants on Famine Relief Works; change back again, by steady decrease. But it does not at all follow that the increase and decrease were solely due to the changes of system. For the changes took place exactly at the time when the circumstances of the district would alone suffice to account for large increase and decrease, *viz*, the exhaustion of the kharif crop of 1899, and the advent of the kharif harvest of 1900

(b) to (c) I must confess my inability to disentangle the effect of each one of these points separately from the others. As to (c) I do not recollect that there was any change in the scale of wages

As to (b) the task was modified at times, but as the officer in charge of the work has the power to fix the task for each\* work

\* Famine Relief Code,  
Section 80 (a)

it is not practically possible for me to detail all the changes that may have been made. As to (d) indiscreet fining by subordinates misunderstanding orders occurred and I think drove people off works. Of tests of necessity there was no distance test, Compulsory residence was enforced to the utmost possible extent, and kept off the works some not in need of relief. Drafting to other works frequently got rid of a lot of people not really needing relief. It also probably drove off some really needing it. I have discussed the point in my reply to Government Memorandum No. <sup>M</sup><sub>432</sub> Famine Department, dated 9th May 1900.

(2) I think it is still less possible to trace the effect of each sub-head on the death rate than it is to trace its effect on the numbers on relief.

(a) At the time of the change of system from limited piece-work to Code, it was thought by some that the former had resulted in reduced condition of workers, but there is nothing to show that the death rate was affected.

(b) I do not think the tasks were too high,

(c) and I do think that the wage scale was; then effect on death rate cannot have been to raise it.

(d) Excessive fining would tend to raise the death rate,

(e) and so would compulsory residence and drafting so far as they drove off and kept off persons with no other resources. But I do not believe that any of them had much effect in this direction.

115 No. It is perfectly easy for the whole family to remain together on a large famine relief work. They have allotted to them their hut in the camp and live there together after close of evening work until morning work begins. During working hours the able-bodied are at work, the dependants in the kitchen, for the midday interval they can if they wish meet together again. They can and do continue family life just as in the village, with the disadvantage of only a mat-hut to live in instead of a mud-house, and with the advantages of cleanliness and pure water being secured in a way that has never yet been attained in any village and that would be impossible on multitudinous scattered small works, and with the advantage also of a certain two meals a day if they choose to work for them, which is also not always obtainable in ordinary times. There is no room for relaxation of social restraints, and moral ties are unaffected. Such evils are avoided by the organization of the camps as carried out here.

Briefly —

(1) Separate camps for those who in villages live separately,

(2) separate provision of latrines for each sex for each camp, latrines carefully screened,

(3) a staff of superintendont and watchmen to preserve absolute cleanliness, order and decency in the camps,

(4) strict attention to water-supply, its adequacy, purity, and freedom from pollution from the caste point of view,

(5) constant visits from the Special Civil Officer and Public Works Department Officer to hear complaints and check abuses,

(6) frequent inspection by superior officers,

(7) ganging of workers by family, by village, by caste

R A LAMB,

Collector of Ahmednagar

*Ahmednagar District, Camp Supa,*

*10th January 1901.*

No D—72 of 1899

Camp Kopergaon, 20th December 1899

## CIRCULAR

In Famine Relief Code, Section 55, it is directed that the charitably disposed should be dissuaded from giving private relief and should be persuaded rather to subscribe to the General Relief Fund.

2 This direction applies, as laid down in the Code, to Municipal towns only, which alone are under reference in Section 55. But it is equally applicable in all places as soon as Government gratuitous relief has begun to be given under Section 57.

3 An Ahmednagar District Famine Charitable Relief Fund has been started and subscriptions are being collected.

4 You are therefore requested to do your best, *as soon as Government dole is given in any place, but not before*, to check miscellaneous and casual alms giving and to induce people who wish to give alms to give them in the form of subscriptions to the Charitable Relief Fund. You should point out that as soon as the Government relief operations are fully at work in providing (1) relief accompanied by work for those able to work, (2) relief in kitchens for the dependants of workers, (3) relief in their villages for those who have neither supporters nor the power to work (i.e., are both "Ashakta" and also "Nirashrita"). As soon as this is the case, the giving of casual alms by private persons becomes superfluous so far as saving life is concerned, and absolutely harmful so far as regards the demoralization and pauperization of the people, it encourages wandering from place to place in search of alms, and increases the numbers of migratory beggars who constitute a great difficulty in famine administration. You should add that the Charitable Relief Fund will be directed partly by Government officers, partly by private gentlemen who voluntarily give their time and labour to the work of charity, and partly by the nominees of the people themselves, *viz*, the elected members of Taluka Local Boards and that it will aim at supplementing, not supplanting, the system of Government relief by providing extra comforts for the sick and weakly, clothing for the ragged, maintenance for the orphans and gifts for the deserving who have been ruined by the famine to enable them to start again in life.

5 You should collect subscriptions for the Charitable Relief Fund from all charitably disposed persons. The Collector is President of the fund, the District Judge, Vice President and Honorary Treasurer, and Messrs Edaji Rustomji and Mohanlal Hiralal Nagar, Honorary Secretaries.

(Signed) R A LAMB,  
Collector.

To

The following for information and guidance —

Assistant and Deputy Collectors, Mamlatdars, Vice-Presidents, Municipalities, Vice-Presidents, District Local Board and Taluka Local Boards, Special Magistrates, Honorary Secretaries, Ahmednagar District Famine Charitable Relief Fund

No D—73 of 1899

Camp Kopergaon, 20th December 1899

Copy forwarded with compliments to the Cantonment Magistrate, Reverend Mr King, S P G, Reverend Mr R A Hume, American Mission, Reverend Mr Bissell, A M N, Reverend Father Weishaupt, S J, Sangamner

R A LAMB,  
Collector

## B

## CIRCULAR.

To

ALL CIRCLE INSPECTORS, PERMANENT AND RELIEF.

1 During the famine, you are relieved of all ordinary duties, and are to perform only such of them as by special order you may be directed to do. At present the only duties, which you have been specially required to do, are—

- (1) check of village officers' record of anna outturn of each holding, for purposes of, revenue collection and suspension,



- (2) such measurement works as are absolutely emergent and cannot be postponed
- 2 Except as directed in paragraph 1 you are to give your whole time to famine duties
- 3 Your famine duties are—
- (1) to visit every village in your charge at least once a week,
  - (2) to examine the birth and death registers,
  - (3) to make a house-to-house inspection, and an inspection of all the villagers,
  - (4) to send to a relief work the able-bodied in need of relief,
  - (5) to examine the dole register prepared by the Patil, Kulkarni, and correct it where necessary,
  - (6) to examine the dole accounts and supervise the dole administration generally,
  - (7) to send to their own villages or to relief works as the case may be persons found in the village who do not belong to it and are in need of relief,
  - (8) to submit a diary once a week through the Mamlatdar to the Prant

4 *First—To visit every village in your charge at least once a week*

The charges have been so arranged that it is possible for you to do this and you have been given travelling allowance to enable you to do it. Your diaries must show that you have done it. Failure to do it will meet with punishment. In order to secure the presence of the Kulkarni when you are visiting a village you should send word to him beforehand of the date and hour at which you are coming.

5 *Second—To examine the birth and death register*

You will especially note any abnormal number of deaths, and enquire into the causes of all deaths, in order to see whether any are accelerated by privation or due to starvation. The results are to be reported in your diaries.

6 *Third—To inspect the villagers*

It is not necessary of course to inspect the well-to-do, whom famine does not affect. But it is necessary for you to inspect all whom famine affects. This you can do by having the villagers assembled for your inspection by the Patil Kulkarni, and further by going from house-to-house and satisfying yourself that no person needing relief has been overlooked. It is not necessary for you to examine house-to-house in every village at every visit. In villages in which you find that the Patil, Kulkarni are working well according to the instructions given to them you need rarely inspect house-to-house.

In villages in which you find the Patil, Kulkarni are not carrying out properly the orders given them you must frequently inspect house-to-house. House-to-house inspection is especially necessary in the Maharwada, the Mangwada, the Bhilwada, and the houses of the lower castes in the village. You must be very careful not to neglect outlying hamlets.

7. *Fourth—To send to a relief work the able-bodied in need of relief*

The able-bodied includes all who are able to work even only a little light work. People are not to be allowed to remain in villages merely because they are old, or merely because they cannot do much work. The use of Famine Forms Nos 1 and 3 may be dispensed with for the present, nor it is necessary at present to make the payments mentioned in Famine Relief Code, Section 51 (c). In cases of real necessity, *temporary* entries may be made on the dole register as laid down in that section, but you must be careful to see that the entries are only temporary, and that persons so entered are not kept on the dole register longer than is necessary to render them fit to travel.

8 *Fifth—To examine and correct the dole register*

This is very important and must be done at every visit to the village regarding the correct entries on the dole register see the instructions to village officers, paragraph 9, Fifth.

9 *Sixth—To examine dole accounts and supervise dole administration*

Regarding going to taluka head quarters of taluka to check dole bills, separate orders are issued. In the village, be present as often as possible at the dole distribution to see that the proper amount is duly given, that the Panch is present, that the grain and other items, if any, are of good eatable quality, clean, &c, free of dirt and husks, and that the amounts of dole bills are fully and promptly paid to the grain dealers. It is your duty to detect all cheating and report it.

10 *Seventh—To deal with wanderers*

You will deal with these in the same way as Patil, Kulkarni are directed to deal with them in paragraph 10, Rule 6th of the instructions to them.

11 *Eighth—To submit weekly diary*

In the diary you will show day by day the villages visited, explain fully the reason why if any village is left unvisited, report the death-rate (see paragraph 5 above), report the action taken under paragraphs 6 to 10 above, and generally report on the condition of

your charge, the way the Pátl Kulkarnis are doing their work, any points on which you feel doubt and require orders, any requests you have to make on which orders are required. You are not to make separate reports, unless in a case of very great emergency on which immediate orders are required, but all points on which you want orders are to be reported in your diary. The exception is that if you discover any fraud or cheating in connection with the dole you will send a report of it at once to the Mámlatdár.

12 It is necessary to add only this much that you are to promptly carry out accurately orders given you by superior Famine officers, *viz*, the Táluka Mámlatdár, the Relief Head Kárkun or Mámlatdár, if any, the Special Relief Officer, if any, the Prant, the District Medical Officer, the Collector

13 You are responsible for every one in your charge who needs relief, obtaining the relief to which he is entitled. If any one fails to obtain it and dies, his death is upon you. Those who work well will escape being the cause of any man's death, and their names will be noted.

R. A. LAMB,  
Collector.

### C

#### CIRCULAR (ENGLISH AND VERNACULAR)

No 13492 OF 1900,

*Ahmednagar, 30th August 1900*

To

SPECIAL CIVIL OFFICERS

The following instructions are laid down for guidance, and should be carefully attended to —

#### Rules for Latrines

##### A—FOR KITCHEN

(1) So many trenches as are required by the children in the kitchen should be dug and the soil at the bottom of each trench should be loosened to a depth of 6 inches so that it can be easily removed with a shovel

(2) The ordure, when dropped in the trench, should be covered with loose earth at once and lifted out along with some of the underlying loose earth and put in an iron basket. When this basket is full it should be carried to a pit situated at least 200 yards from and to lee-ward of the kitchen buildings.

(3) Every evening, after all the children have left the kitchen buildings, the loose earth remaining at the bottom of the trench should be removed to the pit and replaced by fresh loose earth for next day's use

(4) No trench should be used for more than one week, at the end of which period fresh trenches should be dug.

(5) The pit should be 6 feet cube, and it should not be used after the level of the mixture ordure and loose earth has reached to within 18 inches of surface of ground. A fresh pit must then be prepared.

(6) The site for the pit should be at a place where surface water will not drain into it, and it must not be near any nálah, water-course or tank. The soil excavated in digging the pit should be heaped on all sides of the mouth of the pit as a further safeguard against storm water draining into it

(7) One or more attendants should be constantly present at the trench while the children are at the kitchen to see that the children use only the trench itself and not the ground surrounding, and to remove ordure and loose earth as directed.

(8) It is most important that all ordure should be covered with earth as soon as dropped to prevent flies settling on it and carrying filth to the eyes and mouths of the children

(9) All adult inmates and servants of kitchen must be directed to use only the camp latrines or latrines specially provided for them.

(10) The kitchen latrine enclosure is to be 30' away from the kitchen to lee-ward, and is to be connected with the kitchen by an enclosed path-way. The enclosure of the latrine and path-way to be stoutly constructed of thorns to prevent children straying.

## B — LATRINES FOR CAMPS AND WORKS

### *I — Where there are sufficient bhangs available*

(1) The system is to be the same as that described under A, paragraphs (1) to (8)

(2). Separate trenches for men and women, and so many trenches as may be required according to the number of people on the work must be provided at not more than 200 feet from the camp or site of work to leeward, and the trenches must be provided with screens 4 feet high

### *II — Where sufficient bhangs are not available.*

(1) Trenches must be dug every evening ready for next day's use and they *should not be*—I, on or near any nala or water course, II, within 250 yards of any well, nor III, more than 200 feet from camp or site of work. They should be screened to a height of 4 feet on all sides, and separate trenches as far apart as possible consistently with the other requirements should be provided for males and females

(2) Every evening when the trench for the next day's use has been completed the one in use must be filled in with the loose earth which was taken from it

### *III — Rule applicable to latrines under both I and II*

At the latrines for men and for women, respectively, male and female attendants must be constantly present to see that the proper trenches and those only are used and to cover ordure with loose earth as soon as it is deposited.

## C — RULES APPLICABLE TO ALL LATRINES.

1. Ground which has been used for a trench already must on no account be dug again during the whole existence of the camp

2. A sufficient number of jughas should be appointed to watch all ground around the camp, especially all nalas or water-courses, however small, to prevent fouling of same, and all persons who ease themselves except at the latrines should be punished.

3. Trenches should be 1' deep, 10" broad, and 20' long.

## RULES REGARDING ARRANGEMENTS FOR WATER-SUPPLY.

1. If possible no well from which surface water is not excluded by well-built masonry rising from the rock underlying the soil and ending above the surface of the ground should be taken into use for drinking or cooking water. If there is no well available fully meeting all these requirements, the one most nearly meeting them, should, if not otherwise inadvisable, be selected

2. At the well or wells selected an arrangement of cisterns, channels, enclosures, drains, &c., should be constructed and constantly and efficiently supervised in order that the water may reach the users in as pure a state as it comes from the well

(1) In a stationary camp which is expected to last for a long time, all channels and cisterns should be built of stone and mortar well pointed so as to be quite water-tight

(2) In shifting camps, and those not expected to last long, the arrangements in clause (1) are too costly. In such camps, therefore, the channels should be constructed with loose stone and gravel beds, the gravel being frequently renewed. The cistern may be of tin-lined type devised by the District Deputy Collector or of stone and mortar, or of any other pattern that may be from time to time approved as sufficiently water-tight

(3) The sides of the cistern should in all cases be carried up at least 9 inches above the surrounding ground. The cistern should be provided with a cover of matting on bamboos which must be put on when water-drawers are not working, and when the cover is not being used, it must rest on one edge, and not be laid flat on the ground

(4) The ground should slope from the cistern on at least two sides and it should be enclosed by a fence at least 6 feet from the cistern all round. Within this enclosure no one but appointed water-drawers is to be admitted, the water-carriers standing just without the enclosure and having their vessels filled by the drawers by means of a spout or trough on bamboo trestles which passes through the fence

(5) Immediately without and surrounding the enclosure good drains should be dug and kept constantly clear and clean in order that all waste water may drain well away. No persons are to be allowed to wash their clothes or any part of their bodies within 200 yards of the enclosure

(6) The channel should be fenced in its whole length with bamboo matting, it should be left open for cleaning and observation, and all vegetation overhanging it must be removed. The channel should be so arranged that water can be run along it past the cistern and it should be well cleaned and flushed with water every morning before any water is run into the cistern. Where the channel is near the slope on which the bullocks walk in drawing there must be a bank of rammed earth between slope and channel to prevent rain from carrying filth into channel

(7) The enclosed ground around the cistern on which the drawers stand should be paved well with flat stones, but where flat stones for paving cannot be obtained the area should be covered with a good layer of coarse gravel or sand, and each drawer should be provided with a bamboo grating (made of parallel bamboos each 1 foot 6 inches in length tied at right angles to two longitudinal bamboos, 2 feet 6 inches in length, the short bamboos to be separated by 2½ inches from centre to centre), and he must never deposit his bucket except on his grating, which he must clean every morning before commencing his work of drawing water.

(8) Each water-drawer should be provided with a small iron bucket attached to a short piece of rope (the rope must never touch the ground) and no vessels other than these buckets are to be allowed within the cistern enclosure.

(9) Sufficient carriers should be engaged from the workers to convey to inmates of kitchens and to workers on the works at least 1 gallon of water per day per adult, for this calculation two children under 8 being reckoned as one adult.

(10) Ranjans should be placed in the kitchen and among the workers in sufficient numbers, and to each ranjan a water drawer should be appointed, and each of such water-drawers should be provided with one of the bamboo gratings described above on which alone his vessel should be deposited when not in use. No one but the water-drawer on the ranjan should be allowed to take water from the ranjan, and no vessel except the one set apart for the purpose should be dipped by the water-drawer into the ranjan. The ground round the base of the ranjan should be well gravelled, in all cases in which the ranjan is likely to remain a long time in the same place.

(11) All vessels used in water-supply should be scoured every day with clean sand within and without.

(12) A watchman should be constantly in attendance at each well in use to see that all orders as above are enforced, and a responsible officer should visit each well in use at least once a day (and preferably at the busiest time) to see that all is in order.

(13) All sources of water-supply within reach of camps, works or kitchens other than the wells selected for the supply of the famine relief work should be forbidden and guarded to prevent drawing of water from them.

#### RULES REGARDING BURIAL GROUNDS FOR FAMINE RELIEF WORKS

1 A site should be selected on as high ground as possible consistently with the nature of the ground for excavating.

2 The site should be as dry as possible at least ½ mile from camp, kitchen, works, village or made road, and preferably to leeward of camp or kitchen. The site should on no account be on the bank of, in, or near any water-course or tank.

3 The graves should be excavated to a depth of at least 6 feet and the site should be selected so that this depth of workable ground exists on it.

4 The length of the graves will vary with that of the bodies for which they are intended, but the length at the bottom of the grave must be sufficient to admit the body at full length without bending legs, trunk, or neck.

5 The graves must be 4 feet apart in each direction, and on no account must one grave be used for more than one body.

6 In times of epidemics with many bodies to dispose of and an insufficient supply of labour to carry out above requisitions, the graves may be deeper and contain more than one body, but in this case each body must be completely surrounded with a layer of good *quick-lime*, and the highest body must not be less than 6 feet from the surface of the ground.

R A LAMB,  
Collector

No. 13493 of 1900.

Copy forwarded to—

The Commissioner, C D, Sanitary Commissioner, Deputy Sanitary Commissioner, Superintending Engineer, Personal Assistant to Collector, Executive Engineers, Nagar and Násik, Relief Executive Engineer, A D, Assistant and Deputy Collectors, Civil Surgeon, District Medical Officer, Divisional Forest Officer, District Superintendent of Police, Major H E Monck Mason, I S C, Lieutenant Gaussen, I S C, Lieutenant A A McHaig, R E, Lieutenant C. C Tandy, R. E, Mamledár (Relief and Ordinary), Vernacular Office

R A LAMB,  
Collector

Ahmednagar, 30th August 1900.

## CIRCULAR (ENGLISH AND VERNACULAR)

No F-81 of 1901

To

THE SPECIAL CIVIL OFFICERS

The following additions and amendments are made in Circular No 13422, dated 30th August 1900 —

*I—Rules for latrines A and B I and C, Rule A (4), B I (1) and O (1), are subject to the following proviso.*

*Proviso.*

In the case of latrines in which it becomes physically impossible to comply exactly with the above instructions, owing to the camp being a large one and stationary for a long time on the same spot (for example in the case of some latrines at Visapur Tank, Kápurvádi Tank), the following instructions should be followed —

- 1 Each trench should be thoroughly disinfected daily with carbolic powder.
- 2 When this is done, the same trench may be used for more than a week, but not for more than 15 days, and also the same ground which has already been used for trenches may be so used again after not less than 1 month's interval from its last being so used.
- 3 The time for which a trench is continuously in use, and the interval between ground being once used for trenches and being again so used, will vary according to the numbers on the camp and the extent of ground available, but the former should be as short and the latter as long as possible, and in no case should fail to comply with the limits mentioned in Clause 2 above.

*NB*—It is to be clearly understood that the proviso applies only to the trench and pit system described under A and referred to in B, it does not apply to the simple trench system described in B II and it does not apply to the trench and pit system except when there is no sufficient space to comply with the instructions of the original circular. Whenever there is sufficient space the original instructions must be strictly followed and this proviso should not be availed of.

*Remark*—The Public Works Department should supply the requisite carbolic powder.

- 2 A (5) In cases in which it is not found possible to dig pits 6' cubo, a pit 6' × 6', by 3' deep may be substituted, in this case a fresh pit must be dug daily.

*II—Rules regarding Water-supply*

1 Para 2 (2) Strike out the words "of the tin-lined type devised by the District Deputy Collector or" This type of cistern is not satisfactory and its use should not be continued.

2 Para 2 (3) The nine inches parapet of the cistern should not be too wide on top. If made too wide the water drawn cannot easily reach over it. It should not be more than 6" wide.

3 Para 2 (5) The waste water drains must carry the waste water "well away" as stated in the circular, i.e., into some nála or course where it will flow away and not remain stagnant. If it is not possible to provide for it so flowing away, a masonry receptacle should be built to receive the waste water large enough to hold the waste water of the day; and at the close of each day, or oftener, this waste water should be removed from the receptacle and used for the dam work, for watering the crop if any in the field under the well, or for any other purpose which local circumstances may suggest, except of course for drinking purposes.

*III—Rules for Burial grounds.*

Add —

1 The sides of the graves must be straight, not sloping, and the grave must be as long and wide at the bottom as at the top.

2 The graves must be laid out in regular lines and not scattered indiscriminately about the burial ground.

3 They must be used in regular order, and a mound of earth must be raised over a used grave, to show that it has been used.

R A, LAMB,

Collector.

Camp Supa, 8th January 1901.

## CIRCULAR (ENGLISH AND VERNACULAR)

No 1753 of 1900

Camp Vadāla, 3rd February 1900

*Births and deaths on Famine Relief Works*—On visiting the village of Ghotan I found that 92 deaths had occurred on the famine relief work while the camp was at that village, between 1st December 1899 and 15th January 1900. Since the camp removed to Shevgaon and Samangaon the Special Civil Officer reports that deaths occur there at the rate of about 4 a day, or 28 a week.

2 Now, not one of all those deaths appears in column 19 of Form 15. All ought to be shown there, but I have had the returns for the past two months scrutinized, and column 19 in the return for Nagari-Panthan Road, Taluka Shevgaon, is absolutely blank. So is column 18 (births), though births are constantly occurring on the camp.

3 An examination of Form 15 for week ending 27th January, which I have myself made, shows that the following works return no birth or death for that week —

- (1) Nagari-Panthan Road, Taluka Nagar (Varulvadi and Pangaimal)
- (2) Nagar-Sirui Road, Chass, neither, Narayangawhan, births but no deaths
- (3) Visapur Tank
- (4) Shrigonda-Kharda Road, Camp Shrigonda
- (5) Nagar-Panthan Road, Taluka Shevgaon
- (6) Imampur-Toka Road, Taluka Nevasa
- (7) Nevasa-Belapur Road, Camp Taklibhan
- (8) Nagar-Malegaon Road, mile 62.
- (9) Ojhar Right Bank Canal.
- (10) Poona-Nasik Road, Chandanapur

The number of births and deaths shown on some of the works which do not return absolute blanks is exceedingly small for the population on the work.

4 From these circumstances it is clear that even if proper birth and death registration is taking place at the camp it is not being properly reported in Form 15, and that orders to secure proper registration are necessary.

It is therefore ordered as follows —

- I As in the last famine, the Pátal Kulkarni of the village within whose limits the famine relief work or camp is situated shall keep a separate register in Village Form 14 of all births and deaths taking place at the camp.
- II For the purpose of filling in this register the Pátal Kulkarni shall treat the work or camp as a separate village and shall in that work or camp make enquiries and records exactly in the same way as in an ordinary village, and exactly in the manner laid down by the rules framed by the Commissioner for ascertaining and recording births and deaths in villages.
- III The Special Civil Officer shall himself give and shall cause his establishment to give all possible assistance and information to the Pátal Kulkarni in the matter of registration of births and deaths in camp, and, under the orders of the Executive Engineer, the Public Works Department officer shall do the same.
- IV Care is to be taken that all births and deaths are shown whether occurring amongst workers, amongst the kitchen population, amongst dependants and others who do not come to the kitchen, or amongst those, if any (under recent orders there should be none), who are waiting about for admission.
- V At present, on every Thursday hereafter, if, as is in contemplation, the working week is made to end three clear days before the day of rest, then on the third day before the day of rest (i.e., on the 3rd day before the bazaar day in the nearest market town), that is to say, in any case on the day immediately following that on which the working week of that famine relief work ends, the Patel Kulkarni shall give to the Public Works Department Officer in charge of the work a memorandum showing the number of births and of deaths registered during the preceding 7 days.
- VI It is the business of the Public Works Department Officer in charge to inform the Pátal Kulkarni of the village in whose limits the work or camp is situated, of the day on which the memorandum of births and deaths should be handed to him under Rule V, and it is his business to enter the figures in columns 18 and 19 of Form 15.

R. A. LAMB,  
Collector

To

- The Special Civil Officers,  
 „ Public Works Department Officers in charge of works, through the Executive Engineer, Ahmednagar,  
 „ Executive Engineer, Nasik—M T only,  
 „ Mamlatdars for issue of orders to Pátal Kulkarnis,  
 „ Sub-Divisional Officers, } for information  
 „ District Medical Officer, }

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9

*The President*—You were the Executive Engineer during the greater part of the famine?

A—Yes

Q—Your test-works were converted into regular relief works about December?

A—In the early part of December

Q—And on conversion the method which you first adopted was the payment by results, system, adding an allowance to dependants and children?

A—That was so

Q—How long did you continue that intermediate system?

A—During the best part of December

Q—In your opinion did it give sufficient wages to the people?

A—I don't think it had a chance of working well at that time, I was new to the district and people were coming in large numbers, and I had an insufficient establishment

Q—Your establishment was not easily got, you were rather pressed for tools and plant?

A—Not just then, but I was later on

Q—Did the intermediate system promise well?

A—I considered it did

Q—But an order came from the superior authority to change it to the Code Task system?

A—Yes, we had no choice in the matter

Q—When the change was made to the Code Task system the people came on your works in great numbers?

A—There was a tremendous rush

Q—Did you attribute that rush to the change of system?

A—Yes

Q—That is to say people could get a wage without doing much work?

A—Yes

Q—And it was a long time before you could get the establishment to control them?

A—A very long time

Q—The class of men whom you could get was not satisfactory?

A—Not as a rule

Q—I mean the class of men—Sub-Overseers, *mistris*, and so on—were not of a very trustworthy character?

A—No

Q—Do you think that a large proportion of your labourers were content to sit still on the works and get their 12 *chhatals* of grain?

A—Yes, they were

Q—Then you commenced fining them down below the minimum?

A—To 9 *chhatals*

Q—And then the 9 *chhatals* was made a permanent minimum wage by superior orders?

A—Yes

Q—The effect of that 9 *chhatals* was to stimulate some of the people to greater industry?

A—Yes

Q—Did it send others off the work?

A—Very few

Q—And the balance remained content with 9 *chhatals*?

A—Yes

Q—How long did that 9 *chhatals* scale continue?

A—Until September last

Q—When was the 9 *chhatals* scale introduced?

A—We introduced it almost simultaneously with the change of system

Q—But when was it made a permanent minimum wage?

A—About March

Q—And it continued to be a permanent minimum wage till the end of the famine?

A—We abolished it in parts of the district in August or September and in the remaining parts in October

Q—In the parts of the district in which you abolished it in August did you reintroduce the intermediate system?

A—No, we had payments by results without a minimum

Q—You paid liberally, that is to say, if a man did 90 per cent of the task you gave him full wages?

A—Yes

Q—Did the change of system have the effect of sending people off the work?

A—It had

Q—Was there a complaint about August that there was not sufficient field labour?

A—In certain parts



Q—Do you think that the continuance of 9 *chhotaks* had any effect on the mortality of the district which had been steadily rising?

A—My opinion is that if it had any, it had only a very slight effect

Q—What proportion of the workers was on the 12 *chhataks* and what on the 9?

A—Well, I should say in the whole district there were 40 per cent on the minimum and an additional 20 per cent on the 9 *chhataks*

Q—And the balance the other 40 per cent earned more?

A—Yes.

*Replies by Mr P J. Fitz-Gibbon, Executive Engineer, Belgaum District, to the questions drawn up by the Famine Commission.*

#### PRELIMINARY STATEMENT

I may premise my answers by stating that I was, at the beginning of the famine, sent to take charge of the Ahmedabad District in Gujarát for six weeks and thence moved to the Ahmednagar District, where I remained for 12½ months. I have since reverted to my original post of Executive Engineer, Belgaum District, so have no records at hand to which I can refer, and having only four or five days' time to reply to the questions set, am unable to send for any records to enable me to complete my answers.

I would further state that in Ahmedabad I worked under a different system to that followed in Ahmednagar, as will be explained further on. My replies, except where the contrary is stated, apply to the latter (Nagar) district only.

#### INTRODUCTORY.

1—There had not been a really good harvest in the Nagar District for at least three years preceding the late famine, and there has been, I believe, a continuously scanty rainfall there since 1891 or 1892. Being away from the records I can give no more definite reply to the questions under this head.

#### PRELIMINARY ACTION.

6—In Ahmedabad the necessity of relief was assumed from the fact of crop failure, but in Ahmednagar test works were opened and were still open when I took charge at the end of November 1899, though converted almost immediately afterwards into regular relief works.

7.—The steadiness of increase in numbers in spite of the severity of the tests imposed, and the general failure of the crops, convinced one that regular relief works were necessary.

8—Metal-breaking camps were opened at the points suggested by the Collector, tasks fixed and payments made by results but subject to a maximum though without a minimum. The tasks varied with the nature of the stone and the age and sex of the worker. There was no separate relief for dependants nor were Sunday wages given or work on Sundays allowed. The test was undoubtedly a severe one for those unaccustomed to this form of labour, though really a light one for those used to it.

9—(a) Lists of relief works were ready. Many of the works on the list had not been located and surveys and estimates of cost had not been prepared.

(3) The replies to both parts of this sub-question are in the negative.

10—The programme was entirely one of large works. There was no programme of village works. These latter do not usually exist in Deccan districts.

15 —The metal-breaking test works were special works, but the cost was met by the District Local Board. They were all under the Public Works Department.

16 —The tasks varied from 11 to 9 cubic feet per typical family of 1 man, 1 woman and 1 child (6, 3½ and 1½ or 5, 3 and 1 per respective unit), according to the nature of the stone. The payment was made to the head of the gang, who was told in what proportion to distribute the money. The task was the same for all irrespective of previous occupation but not irrespective of sex.

17 —Answered under 8 above.

18 —The continued and increasing demand for employment on test works. A few of the test works on which the numbers did not increase were closed.

#### LARGE PUBLIC WORKS.

19 —As far as possible the test works already open and which satisfied the conditions were turned into regular relief works.

20 —They remained under the control of the Public Works Department. No scale of supervising establishment had been prescribed, nor was any establishment beyond the usual establishment of the district ready to hand. Men quite ignorant of their duties had to be taken on in large numbers as masonry karkun, etc. There was also great difficulty in obtaining the services of suitable persons as cashiers (of whom one to every 2,000 workers had to be appointed). As very few men willing to give the required cash security of Rs. 1,000 were to be had, it was necessary to appoint cashiers on personal security. Owing to—

- (1) my being strange to the district,
- (2) the want of establishment, and
- (3) the shortness of tools and materials generally,

there was a certain amount of delay in opening camps as fast as they were required. Tools could not be had in the market, either, for a time. I made all I could locally, but this course still involved delay, though the delay was not really of any very great consequence.

21 —The works were divided into charges under Sub-divisional Officers and road inspectors. A maximum of 5,000 for a metal-breaking camp under a road inspector was prescribed, but this number was frequently exceeded—

- (1) through people crowding on to a particular work, and
- (2) absence of men suitable for the charge of additional camps.

On other works the only limit was that prescribed by the local conditions, such as—

- (a) amount of the nature of the work available, and
- (b) water-supply facilities.

Attempts at drafting from the overcrowded works were made, but the people generally managed to gravitate back. It was then decided to stop direct admission on certain works so as to relieve the pressure. This course involved no real hardship as the number of works open throughout the district was so large.

22—Each charge had not its own distinct establishment. In many cases the Public Works Sub divisional Officer had from one to as many as six or eight charges under him, varying with the amount of proportionate supervision the various charges necessitated and the establishment available to assist him. Thus, the direct or immediate head of a charge was in some cases the Sub-divisional Officer himself and varied from a temporary Engineer or a permanent Upper Subordinate to a temporary Lower Subordinate or a mere road inspector who frequently had no technical knowledge, but whose work was subject to constant supervision. Under the sub overseers or road inspectors were maistris (whose numbers varied largely with the nature of the work in the charge and were generally only required on earth-works), mustering karkuns (one to every 200 or 250 workers) and mukadams or gangers (one to each 50 or 100 workers), in addition to a certain proportion of head karkuns, storekeepers, checking karkuns and other miscellaneous establishment. The arrangements for hutting the people closely followed the lines laid down in the Code and were prescribed beforehand. They involved constant heavy expenditure, as did the arrangements for conservancy, water supply and hospital accommodation, especially in the case of the frequently shifting camps. Residence in camps, except during the rains, was compulsory so that a hut for at least every five persons (including children) was necessary. In addition shelters and enclosures for children not sent to the kitchen were provided, as well, of course, as kitchens, enclosures sheds for the dependants fed there, grain-stores and cooking sheds and separate darkened sheds for children with sore eyes, also shelters for the water-pots. In connection with conservancy there were latrine shelters for men and women, both near the camps, the works, the hospitals, the isolation wards and kitchens. The water-supply was most carefully looked after and enclosures made round each source of supply to prevent all possibility of contamination. Large numbers of persons were employed in cleaning up the camps daily, attending to the latrine trenches and in carrying and serving water both to the workers through the day and in the camps for night use. Ample hospital accommodation in the way of ordinary wards for males and females, isolation wards, medical officer's quarters, store and dispensary rooms, etc., was also as a rule provided at each camp. In the rains constant endeavours to keep the institutions at least watertight were made, and careful attention was paid to the drainage of the camps, etc. Bazars were arranged for by the Civil authorities at nearly all camps. Their arrangements were under strict supervision as regards the rates charged, the wholesomeness and nature of the food supplies and the general cleanliness of the whole, but no expenditure was incurred by Government in the provision of shelters, etc.

23—Admission to works, except where direct admission was temporarily closed as described in Reply 21, was free to all. Applicants for work at camps where admission had been stopped were passed on to the nearest open camp, which was never very far off and was often quite close. No distance test was insisted on, but residence in camp was compulsory from December to June.

24—I consider a large public work capable of entertaining 10,000 relief workers should suffice for an area of nearly 300 square miles or a population of from 40,000 to 50,000. The general distance to which people travelled to a work was five or six miles and the greatest distance was about 20 miles as a rule.

25—The Public Works Department officers were nominally subordinate to the Civil authorities, but practically they were independent. The Executive Engineer was responsible to the Collector for all his arrangements,

but there was no interference so long as the arrangements worked well and were in accord with the orders issued by the Collector or by Government. Things worked in this way without a hitch throughout the famine. All Public Works establishment was subordinate to the Executive Engineer and received orders from no one else.

26—A Civil Officer was appointed by the Collector to each charge and on a few large scattered charges there was also an Assistant. He was usually a permanent employé in the subordinate ranks of the Revenue Department. In other cases he was an applicant for such employ or an employé in some other Government department. His salary varied but averaged Rs 60 or 70, which included an allowance for the upkeep of a pony, which it was generally necessary to maintain. The Assistant usually got Rs 30. The Special Civil Officer could be transferred from one charge to another by the Executive Engineer in consultation with the Collector. He was nominally subordinate to the Public Works officer in charge of the camp, which meant the Sub-divisional Officer when the direct charge of the camp was in the hands of any one under that rank, and his diaries and reports were submitted through that officer, either to the Executive Engineer or through him to the Collector. It was his duty to draw attention in his weekly diaries to all irregularities and to report if payments were not promptly and regularly made on the days fixed. This involved the prompt taking of measurements. He had full authority to assure himself that the orders of Government (and of the Collector) were being followed in all matters and it was his duty to report as to the fairness of the wage earned and on the condition of the people in his camp. He was directly subordinate to the Assistant or Deputy Collector in charge of the taluka. He had full authority to assure himself that all the matters mentioned at the end of paragraph 426 of the Famine Commission Report (1898) were being followed except that—

(iii) the calculation and payment of wages was not in his hands,

(vi) the District Medical Officer allowed no interference with the Medical officers in charge of camps, and

(viii) the accounts submitted by him only related to the kitchen and its establishment.

27—It did not rest with the Special Civil Officer to decide which of the prescribed tasks was applicable in any particular case, but complaints were usually made to him by the workers and it was his primary duty to enquire into such complaints and report thereon in his diary.

28—The labourers were at first constituted into gangs of 50, with a proportionate number of women and children, under a mukadam or ganger. It was soon found, however, that so many of these gangers (nearly all in fact) were mere loafers who only remained on the work when placed in charge of a gang and when not expected to work themselves. They had often got their gangs together beforehand, and brought them to the work with a view to their own employment as gangers. They also acted as unofficial bankers to their gangs. They, moreover, used no intelligence in directing their gangs and could not be got to assist in getting proper tasks done. They were, however, held primarily responsible for the tools in charge of the gang and often, on this account, objected to the admission of unknown persons to the gang. On metal-breaking works, in addition to looking after the tools, they were made to do a light task. On earth-works they were reduced to the proportion of one to 100 workers or more, and assigned definite duties, but very few of them became of any real use, except that they were responsible for tools

They were, however, fined in proportion to the fines inflicted on their gangs, which tended to make them show a little energy on occasion. No interference was, as a rule, allowed with the formation of the gangs, the people with the gangster's help forming their own generally. On earth-works the excess women and children were sometimes separated and given metal-breaking to do. The weakly and aged were invariably separately ganged and given light tasks and paid the minimum wage.

29.—The classification of the labourers was strictly in accordance with the 1899 Famine Code and was based on the recommendations of the late Famine Commission. I do not think this question requires reconsideration.

30.—In my experience the absence of a distinct classification of men and women was not a disadvantage. I advocate no change in the general system of classification now adopted.

31.—The Code system was not introduced from the outset, but the intermediate system, as described in replies 8 and 16, used on the test works, was continued for a short time. These two systems were not carried on simultaneously for any length of time. In Ahmedabad the piece-work and the task-work systems were carried on together on the same work, those unable to earn a living wage under the intermediate system being given tasks suitable to carry out and paid in accordance with the Code system.

32.—I agree with the Famine Commission of 1898, that a system of payment by results is unsuited to conditions of really *severe famine*, but I also consider that in cases where the severity is more apparent than real, if works be opened in good time and arrangements perfected beforehand (such an opportunity arises where a famine of less intensity follows a fairly severe one after a slight breathing interval), it is perfectly possible to administer efficient relief under a system of payment by results when confined to those clearly able to earn a living wage, the weakly, aged and infirm being separately provided for. I think, moreover, that the system of payment by results should have been more widely adopted than was permitted in this Presidency in the late famine. It means, in my opinion, a saving in cost equal to 50 per cent. of the wages paid for actual work.

33.—The task demanded from new-comers was not less than that required from those who had grown accustomed to the work, but fines for short work were not inflicted during the first two weeks. No allowance for distance travelled was made. There were no subsequent changes in the tasks other than those necessitated by the issue of a revised table of tasks by the Local Government under Government Resolution, Public Works Department, No. r—538, dated 5th March 1900.

34.—I consider the scale of wages to be perfectly adequate, but not unduly liberal, excepting that the wage for Class I might fairly be reduced to 18 chataks. The general effect on the workers was that they improved in condition. I think that certain classes of persons did save upon their earnings and that a good many others were enabled to do so from having other resources. At most camps there were one or more shops for the sale of commodities other than necessities, such as bangles and cheap ornaments, but I do not think these were patronised to any great extent. The lower castes were able to buy beef at very low rates (64 lbs to the rupee, I believe), and having large families and all being on the works, with the dependants fed free in the kitchens, were able to get together comparatively large sums of money. The cultivating classes often had other resources, and many came on to the

Fam 54—2

works with goats and other animals. In other cases the men had employment elsewhere, but sent all their female relations and dependants to the works, enabling them to put by money which they would not have come by in ordinary times. On the other hand, many were satisfied with the penal wage and so found it impossible to save, while others found the average earnings of the family only enough to live upon and insufficient to provide them with anything beyond mere food.

35 — A rest day wage was given excepting when I was in Ahmedabad, when the workers could earn sufficient to carry them over the rest-day. I prefer the latter system as having a less pauperising tendency.

36 — In the case of persons who start work in a good state of health and strength I consider the minimum wage to be higher than is necessary, but not in the case of those who have lee-way to make up. With extraneous aids, such as dead meat, fish, wild fruits and vegetables, the penal wage is sufficient to keep the relief workers in condition for long periods, but not without. Still I advocate the reduction of the minimum wage to the equivalent of 9 chatáks on account of the demoralisation that follows on the system of having a minimum, and because the present margin between the Class II wage and the minimum is too small. I am strongly of opinion that Section 87 (d) of the Bombay Famine Code should be acted upon to a far greater extent than is now customary and that, except in the case of the infirm and sickly, there should be neither a minimum nor a penal wage, as with such it is a practical impossibility to ensure a fair return to Government, and the making the grant of a minimum the rule rather than the exception pauperises and demoralises the people to an extent that must be seen to be realised. There is too small a difference between the present minimum and the maximum, especially in the case of Class II, to make it worth while for a person to do more than earn the minimum.

37 — The penal wage was introduced almost from the outset, but there was no marked tendency to fine down to it. It never anywhere became the wage generally earned, though I consider it should have been inflicted much more often than was the case. The reason it was not more generally imposed was the tendency of the establishment to save themselves trouble and to keep up appearances. There is no real incentive to economy on a famine work conducted under the conditions now prevalent. Had the people been paid on all works in accordance with the orders given and with their deserts I feel certain that quite 30 per cent. would have at times received the penal wage, especially on the metal-breaking works, whereas the numbers hardly reached 15 per cent. of the total workers at any time. The reason so many of the people are content to earn the penal wage is that successive famines have so demoralised them that large numbers will only do as much work as can be actually forced from them. It is easier to force them to do more on earth-work than on metal-breaking, hence their marked preference for the latter form of work. The effects of the penal wage, as far as my observation went, were not marked by any falling off in condition. The people of the district generally were of indifferent physique, due to a succession of bad seasons, and I therefore obtained sanction to a general reduction of tasks to 25 per cent. under those laid down by Government.

38 — Payment was made once a week, generally on the two days preceding the rest-day. More frequent payments, in my experience, were neither desirable nor practical. Any system of daily payment must, in my opinion, open the door to fraud more widely than it stands at present. It is also quite unnecessary in the Deccan districts, where there

is a fair bazar on every camp, or once a week not far off and the people can always obtain a certain amount of credit, if necessary, but more often come on to a work with a certain amount of resources of their own.

39 — There were no daily payments at any time except in the case of certain city vagrants who were forced to remain on a work to prevent their becoming a nuisance and a danger to the town of Ahmednagar. All new comers requiring immediate assistance obtained grain-chits through the Special Civil Officer on Bantias and the amounts thus advanced were recovered from their earnings. Very few of these chits were asked for. I never found that the workers were heavily involved with the Bantias.

40 — Payment was made to individuals excepting when the piece-work system was in force, when the headmen of the gangs were paid. I think that under either system individual payments should always be made.

41 — I regret that, having no time to refer to my late records and being away from them, I cannot give the figures asked for, but these statistics, as regards the Nagar District, are on record in the Secretariat, as they were called for at the time and I furnished them. People put on the penal wage for some time were sometimes found to migrate to another camp where the rules were less strictly enforced. I do not think it had much effect in keeping numbers down.

42. — In Ahmedabad, while I was there, the piece-work system followed was that described as the Gorakhpur system in Section 209 of the Famine Commission Report (1898). Towards the end of the famine of 1899-1900 in the Nagar District both the penal and minimum wage were abolished, excepting in the case of Class IV people, and proportionate payments made for all tasks under  $37\frac{1}{2}$  per cent. of the maximum. This was the only approach there was to a system of payment by results.

43 — The maximum wage for a child was the equivalent of 10 chatáks. Working children were those between the ages of 8 and 12 considered capable of doing the tasks allotted to Class III. Weakly persons capable of light work were put in Class IV and paid the minimum wage irrespective of work done. They were generally set to sweep out the camps, to serve out water from the pots to the workers or put on metal-breaking. Task-work with a minimum wage is the only suitable way of employing these persons, I consider.

44 — Contractors were at first employed for the supply of rubble required for being broken into metal. The Chief Secretary to Government objected to this system and it was therefore put a stop to and the necessary quarrying, etc., done by the relief workers. Excepting as regards the carrying out of some masonry work executed under the authority in connection with famine work, contractors were not employed after this.

45. — When payment by results was made in the Ahmedabad District, and also in the Nagar District at the beginning of the famine, regular muster-rolls were not kept up, but my experience leads me to think that they should have been. They were informally kept at some camps. They could always have been introduced at short notice as they were when the change of system took place.

46 — Under the general orders of the Collector issued to Mámlatdárs and Special Civil Officers in charge of camps who were responsible for their correctness, it was based either on jowári or bájrí, whichever was the cheaper. Small variations in price were neglected.



47—In opening a relief work Luts for the people and the various sheds required for the institutions were first got ready. A store was also opened and a supply of tools sent, either direct from district head quarters or from sub-divisional head-quarters. A Special Civil Officer and his establishment were appointed by the Collector and the remaining camp establishment by the Executive Engineer. A Medical Officer was generally appointed later on. A day was fixed beforehand for opening the work. The applicants for employment were admitted and classified by the Special Civil Officer and immediately taken over by the Public Works Officer in charge of the camp, who formed them into gangs and gave the gangs in charge of mustering karkuns (and writing mukdams in the case of metal-breaking works, where individual tasks were recorded daily). The work was then set out by the head karkuns, maistris or sub-overseers. Measurements of the work done were taken daily, gang by gang on earth-works and individually on metal breaking works, and entered by the maistris or karkuns concerned in the gang registers from which calculations as regards output, etc., were made. From these the necessary fines were inflicted and noted in the muster-rolls after they had been closed at the end of the week. The muster-rolls were then checked independently by the sub-divisional establishment and handed over to the cashier for payment. Cashiers were required to assist in checking. Payment was made on the work itself in the presence of at least one independent witness as well as that of the karkun and ganger concerned, each gang being called up in time. A cashier could, in this way, pay 2,000 persons in two days. Cashiers' beats were changed as frequently as possible, and the establishment under the Special Civil Officer had to assist in witnessing payments. The entry "unpaid" was made at once against the name of any absentee. Unclaimed wages were subsequently paid, if claimed, in the presence of both the Public Works Officer and of the Special Civil Officer. They were not paid at all after the paid muster-rolls had been sent away from the camp. To prevent the preparation of false muster-rolls each muster-roll issued was stamped and numbered in the sub-divisional office and a register kept. Each roll was closed after the morning roll-call and sent to a central checking office by 8 a m, where a figured abstract was maintained showing the total number mustered in each roll both that morning and the previous evening. From this the daily reports were prepared and sent by noon to the Special Civil Officer (after being signed by the Public Works Officer) for his countersignature and check as to their accuracy. All the admission tickets for the day had to be attached to the daily report sent to the Executive Engineer's office. The muster rolls were then returned to the karkuns, who again closed them after the evening roll-call. Intermediate or check calls were also taken. At the time of payment or check roll-call, on a person's name being called out, his or her father's or husband's name, as the case might be, had to be given in return so as to prevent personation as far as possible. All dependants were sent direct by the Special Civil Officer to his kitchen, and the rules required them to be present there from an hour after sunrise until noon and from 2 to 6 p m, in order to entitle them to the morning or afternoon meal, respectively, a roll-call being taken at 9 a m and 3 p m just before each meal. The kitchen gates were closed directly the hour for admission to the enclosure had passed and not re-opened, so that late-comers missed their meal and had to go on to the work, where other enclosures for those dependants not attending the kitchen were provided. In regard to water supply, suitable wells were hired by the Special Civil Officer and the water from them run by means of bullocks and *mots* into masonry cisterns placed inside enclosures, whence they were distributed through pipes by the servers to the carriers, who filled up the water vessels placed in charge of other servers on the works, &c. There was a water karkun and a

mukādam over this establishment. The hospital arrangements, excepting the provision of wards, quarters, stores, etc., were entirely under the control of the Sanitary Department, except that the Public Works Department disbursed the bills after countersignature by those authorities.

48—Tasks were stiffened or relaxed by Superintending Engineers in consultation with Executive Engineers. The Civil authorities did not interfere in this matter.

As far as I remember, except as mentioned in Answer 93, no orders issued by the Collector or Commissioner were overruled. They had no power to go outside the provision of the Code or beyond the orders of Government as expressed from time to time during the course of the famine.

51—No such arrangements were ever made (except in the case of one small municipal work), but general drafting from one large work to another was frequently resorted to, but almost entirely without success. Those drafted either returned to their villages or drifted back to their former or other camps. The failure of all attempts at drafting shows that the famine was not so severe as would appear from the numbers on the works.

#### SMALL VILLAGE WORKS.

52.—Excepting one small municipal work with 600 workers and no dependants, there were no small village works in the Nagar District, but there were three or four works under Civil agency for the relief of Thākurs (a wild tribe living near the ghāts).

#### GRATUITOUS RELIEF

68—Dependants on large public works were relieved by means of cooked food only.

72—No one was sent from a work to a poor-house as a punishment.

75—The rations given in kitchens on large works were in accordance with the scale laid down in the Famine Code. Meals were given twice a day. Only those on village dole who were fed in these kitchens were allowed to take their food away.

77—Admission to these kitchens was restricted to those who could not work.

78—Marātha cooks and an occasional Brāhman were employed. No reluctance to take cooked food was displayed.

79—The Special Civil Officer was in charge of the kitchens attached to relief works. The Assistant or Deputy Collector, Māmlatdār and inspecting officers generally checked his accounts, etc. There was also a travelling auditor from the Accountant General's Department who came round.

#### GENERAL

87—The numbers on relief in the Nagar District exceeded 20 per cent. of the population. The reasons in my opinion were—

(1) the large number of camps open,

(2) the experience gained in the 1896-97 famine in regard to the payment of a minimum wage,

Fam 54—3

(3) want of other work in the district, especially in the hot weather, and the general absence of water for irrigation

88—I consider the relief administered exceeded the requirements of the case. In the first place the people clearly understood the situation and had had previous experience of famine works on Code lines. The Civil authorities generally did a good deal towards getting them on to the works, and there were camps at points convenient to almost all, i.e., within a moderately short radius of their homes. There was a rush at one time, and directly the Code system came into force, of from 20,000 to 25,000 new-comers per week. Many of these rushes were organized with a view to upsetting arrangements and to getting wages for no work. The particular period was from January to May, when there is generally an absence of demand for labour, especially in the hot months. The lack of suitable establishment in the early part of the famine, and the consequent difficulty of enforcing tasks, also caused people to come on who might otherwise have kept aloof. Gangers also went about collecting people so as to get employment as such themselves.

89—The people belonged principally to the depressed classes, but there was a fair proportion of agriculturists, especially in the hot weather, and a few people unaccustomed to out-door labour of any kind. In Ahmedabad there were a number of talukdars on the works and these were kept apart from the others.

90—I consider the people showed a greater readiness to resort to relief works this famine than last. I ascribe this entirely to the Code system of relief.

91—There was very considerable contraction of private credit and this, of course, also tended to force people on to the works, especially the cultivating classes. People did not wait, however, to exhaust their resources before applying for relief.

92—Yes, they are insufficient.

93—I think a distance test should be insisted on. Persons also who have visible sources of support should be refused admission. Even those who came on with herds of goats could not be refused work. The Collector was overruled by the Local Government when he tried to prevent such people obtaining relief.

95—It is undoubted that a good deal of sickness and mortality in the rains was due to unsuitable food, such as herbs and wild vegetables, which were largely collected and eaten by the people. Some of this sickness was also due to exposure, though residence in camps during the rains was made optional. Some sickness was also caused by eating unwholesome flesh. People were also given in many cases to purchasing parched grain, ground-nuts and other unwholesome food to save themselves the trouble of cooking, but this was prevented as far as possible. High mortality in the Nagar District generally occurred amongst the infants, whose mothers often traded on their emaciation. They were largely nourished (?) by opium, and even where milk was distributed, as it was nearly everywhere, the mothers would not trouble to take their children for it. A good many, no doubt, died from sunstroke before sheds were put up for the nursing mothers to sit and work in.

96—I do not think an impure water-supply largely contributed to an increased mortality, as none of the cholera epidemics that occurred were either alarming or lasted for any length of time. A good deal of the cholera so called

was really diarrhoea and heat-stroke. Wells were deepened in many cases and practically all camps got their supply from wells which were carefully guarded. Permanganate of potash was freely used, sometimes daily and at others two or three times a week, in the case of all wells used for drinking purposes.

97 (a) & (c) — Sweepers and Māngs were engaged on all the larger works, and Māngs alone on some of the others. Where sweepers were available the trenches attached to works, camps, kitchens and hospitals were cleared daily and the ordure buried. The trenches themselves were also changed at frequent intervals. Where Māngs only could be had the trenches were covered in daily and a fresh lot dug. The arrangements generally were both efficient and sufficient. They were supervised primarily by the Special Civil Officer, the Medical Officer and the Public Works Department, and secondly by all inspecting officers.

98 — All grain shops were regularly inspected by the Special Civil and Medical Officers and the sale of inferior or unwholesome food prevented.

99 — This has been replied to under Question 95.

100 — There was undoubtedly a considerable immigration from the Native State of Hyderabad on to the works nearest to the eastern border of the district, but as nearly all gave names of British villages the proportion could not be ascertained, even approximately.

101 — These people also largely contributed to the death-rate on relief works, but I cannot say to what exact extent.

107 — Cash wages do not seem to have risen in the Nagar District in sympathy with the rise in prices.

108 — Section 82, on the matter of daily payments, and Section 84 (b) of the amended Code, which directs that payments up to the last day of their presence on the work from which persons are being drafted should be made before the draft is moved were not followed, the former for reasons already explained, and the latter with a view to inducing the drafts to go to the work to which they were being sent. This measure was necessary, but all arrears were paid off as soon after arrival at the new camp as possible. I do not think, except where I may have specified to the contrary, that the provisions of the Code were otherwise departed from. Both the above departures were distinctly justified, though drafting could never be made a success.

109 — There were as many as five inspecting Staff Corps officers in the district at one time and there never was less than one between January and October. Two Native officers of the Bombay Sappers and Miners and one British non-commissioned officer of the same corps were also employed in addition to a number of retired Native officers, also an official from the Postal Department.

110 — Non-official agency was not made use of except in connection with affording special relief to weavers and on one municipal work. There is no scope for its extension.

111 — The abolition of a minimum (and penal) wage only came into effect on my works quite at the close of the famine, but all Bhils (a criminal tribe) were for the time exempted from the operation of the rule, as it was deemed expedient to keep them on the works. I do not think,

speaking generally, that any of the causes mentioned in this question and that operated had any appreciable effect on either the numbers seeking relief or the death rate in the Nagar District. There was very little disorganization or wandering after relief works were once fairly opened under the Code system.

112 —I have not observed this to be the case

#### CONCLUSION.

-I may add that in the Ahmednagar District there was a great difficulty—

(1) in procuring sufficient water at any one place where a large amount of work was available for large numbers of people, and

(2) in finding sufficient work for the people in several parts of the district where camps were necessary.

Both these causes tended to the multiplying of camps and thereby increased the numbers to whom relief had to be given, as noted in my replies to Questions 87 and 88. Had it been possible to concentrate the people on a dozen or so suitably situated large camps I have no doubt the numbers seeking relief would have been materially reduced without at the same time seriously increasing the mortality of the district. Also with the rush that was experienced while I was new to the district, and we were short of tools and establishment, it might not have been fair to the people to put them on the piece-work system at first, but I am certain that once a grasp was obtained over the situation, many lakhs might have been saved to Government had we been free to have altered the system back to one of strict payment by results in the case of all able to work.

P J FITZ-GIBBON,  
Executive Engineer, Belgaum District.

*Belgaum, January 11th, 1901*

LIEUTENANT P. SWEENEY, LATE SPECIAL FAMINE OFFICER, SHOLAPUR

*The President* —What relief works were under your control ?

A —When I was appointed first I had charge of three works

Q —That was in April ?

A —Yes

Q —Before your appointment in April 1900 were you in active service ?

A —No

Q —Before that employment have you been in the Public Works Department ?

A —No

Q —What departments have you served in ?

A —I served 15 years in the Cavalry

Q —You had no previous experience of Public Works management ?

A —None whatever

Q —Well, you were appointed to the care of these three large Public Works ?

A —Yes

Q —Were they near one another ? Am I right in saying that these three large works were 12½ miles from one another ?

A —Yes

Q —How many labourers were there in each, in April, when you took charge ?

A —I cannot say exactly I should say on the first work over 12,000.

Q —And on the second ?

A —About 6,000

Q —And on the 3rd ?

A —About 5,000

Q —What were the controlling agencies ?

A —There were Special Civil Officers, who had the control of the kitchens, then there was the local representative of the Public Works Department in charge of the works, and the Hospital Assistant and myself

Q —You were over all ?

A —I was the Supervising Officer

Q —For each work you had a Special Civil Officer, a Public Works Department Officer in charge and a Hospital Assistant. Can you say what persons the Department of Public Works officer had under his control ?

A —He had a certain number of clerks in his office

Q —Can you say accurately what was the organization he had under him ? Had he any Work Agent under him ?

A —No

Q —I mean persons for laying out the work and measuring it up ?

A —We had *mistris*

Q —Between the Public Works Officer in charge and the *mistry* was there any officer ?

A —There was a *mustering larkun*

Q —And then you had the *mukaddam* ?

A —Yes

Q —That was the organization, was it ?

A —Yes.

Q —The lowest was the *mukaddam*. Above him was the *mustering larkun*; then came the *mistry*, then the Public Works Officer in charge ?

A —Yes

Q —Then you had persons connected with the measurement—the laying out of the work and the measuring of it ?

A —The Public Works officers were responsible for that

Q —Payments were made how often ?

A —Once a week

Q —Were measurements made once a week and payments once a week ?

A —Yes

Q —You had a Special Civil Officer. Was the Special Civil Officer subordinate to or superior to the Public Works Department officer ?

A —He was subordinate

Q —What was the duty of the Special Civil Officer ?

A —His duty was chiefly to look after the sanitary arrangements

Q —Had the Civil Officer to look after the feeding of those who got cooked food in the kitchens ?

A —Yes, both in the poorhouses and the children's enclosure

Q —Am I to understand that the Public Works Officer had no connection with the feeding of the dependants and the children and that he had no connection with the payment of the infirm gang ?

A —Yes

Q —You are quite sure ?

A —I am quite sure,

Q—Had the Civil Officer any power to examine the work and see that measurements were proper, and that payments were correctly made?

A—He had no authority as to the measurement of work. It was one of his duties to assist in supervising the payments.

Q—So that the Special Civil Officer could not interfere in any way connected with the measurement, nor had he any connection with the apportionment of the task?

A—No.

Q—Did he assist you in seeing that the payments were properly made?

A—Yes, and also in checking the muster rolls of gangs.

Q—What was the stamp of the Special Civil Officer, was he a mere clerk?

A—No, I found them really competent men.

Q—What were they previously before they were appointed Special Civil Officers?

A—Two of the Special Civil Officers had been in the Revenue Department.

Q—And the third?

A—I cannot quite recall. He was a *Jarkun*.

Q—He also was a ministerial officer in one of the Revenue offices?

A—Yes.

Q—What pay did these men get?

A—Rupees 50 a month, and Rs 15 travelling allowance.

Q—When you joined what system of work did you find in operation, was it payment by results or was it the Code-task system?

A—Payment by results.

Q—That is to say, a man was paid, or the gang was paid, for the amount of work that they actually did?

A—Yes.

Q—There was a maximum beyond which they could not earn wages?

A—Yes, there was a maximum.

Q—Was there a minimum?

A—There was no minimum.

Q—So that the system you worked on was the piece-work system without a minimum?

A—Without a minimum.

Q—Are you familiar with the term "intermediate system"?

A—No, I am not.

Q—You had kitchens attached to the work for feeding the children?

A—Yes.

Q—And you used to give allowances to dependants of the workers?

A—Yes.

Q—That is to say, to the old and infirm?

A—Yes.

Q—Were these allowances paid in cash or in grain?

A—To the dependants all in cooked food.

Q—Were they fed at the same places as the children?

A—No, at different places, but on the same system.

Q—Then your system was piece-work with cooked food allowances to the dependants and the children?

A—Yes.

Q—Were there weakly gangs also?

A—Yes, they were put in class IV.

Q—They were persons who were not able to do the full task?

A—Yes.

Q—Did you exact any work from them?

A—They were put on to sweeping the camps, taking up weeds, &c.

Q—They got a minimum wage?

A—Yes.

Q—Do you remember what minimum wage it was? What these people got, these weakly gangs, how in many *chhataks* of grain?

A—12 *chhataks*.

Q—Was that 12 *chhataks* of grain ever reduced?

A—No.

Q—Did this system that you now explain to us continue from April when you joined the works until the end of the famine?

A—It continued up to the day I left the works, up to the 17th of November.

Q—Did you find that the workers did a fair day's work under these conditions?

A—No, on the contrary, I found that they would not do a fair day's work, they were systematically lazy.

Q—And the wage which they earned, was it sufficient to keep them in good condition?

A—Judging by their condition I should say yes.

Q—Had you a hospital attached to these works?

A—Yes, a hospital attached to each camp.

Q—Were there many people in the hospital, as a rule?

A—Very few.

Q—Had you any outbreak of cholera?

A—Yes, there was an outbreak of cholera in one camp. Just before our removal to Muswa.

Q—Was it a severe outbreak?

A—Not severe at all

Q—Did you make special arrangements for water-supply?

A—We put a guard over all the water-supply

Q—Did you manage to suppress the cholera outbreak?

A—Yes

Q—Did you find it necessary to split up the work?

A—I found it necessary to isolate about 3 or 4 camps in which cholera had broken out

Q—Did you find that effective?

A—Yes

Q—You had no system of selection for admission to your works, was anybody free to the works who complied with the test?

A—Yes, there was no system of selection

Q—No system of exclusion of persons from the neighbouring villages?

A—No

Q—What was the maximum wage which a digger might earn?

A—19 *chhatahs*

Q—What was the maximum wage of the carrier?

A—15 *chhatahs*

Q—And you told me that 12 *chhatahs* was the wage that was paid to the weakly gangs and also to the dependants?

A—Yes

Q—You also told me that the diggers and carriers did not earn the maximum wage, can you tell me what a digger earned and what a carrier earned?

A—I should say that the average was 12 to 16 *chhatahs* a week

Q—How many *chhatahs* of grain did a digger earn and how many *chhatahs* did a carrier earn?

A—I could not say

Q—How much did a digger earn in annas per week on an average?

A—Digger about twelve annas

Q—And a carrier?

A—About eight annas

Q—Can you say what scale of prices was in force?

A—I think 14 lbs

Q—At that time grain was selling for seven seers a rupee therefore 12 annas would purchase something over five seers, the digger therefore earned 14 *chhatahs* of grain, how much did the carrier therefore earn?

A—Nine *chhatahs*

Q—The digger earned 14 *chhatahs* and the carrier earned nine *chhatahs*, and on that wage you say people maintained good health?

A—Yes

Q—But I gather that you are of opinion that the scale of wages adopted was adequate and not unduly liberal. How do you reconcile that with the fact that while the scale of wages was 19 *chhatahs* for a digger and 15 *chhatahs* for a carrier, it happened that the digger only got 14 *chhatahs* and the carrier only 9?

A—When several belonged to one family they assisted each other with the total amount they earned

Q—Would you be disposed to say that the individual person who went alone to a camp would be sufficiently fed on 14 *chhatahs* for a digger and 9 *chhatahs* for a carrier?

A—Not if he is dependant on his own resources

Q—So that the wage earned was not adequate in individual cases, but it was adequate in the case of a family?

A—Yes

Q—When did you have the cholera?

A—In July

Q—Did the twelve annas and the eight annas which the digger and the carrier respectively earned include the rest-day wage?

A—There was a rest-day wage

Q—How much was the rest-day wage?

A—One-sixth of the minimum for each day that they were present

Q—That would be 15 *chhatahs* for the digger and 15 *chhatahs* for the carrier?

A—Yes

Q—Did you think that a man's allowance for any day he happened to be absent could be intercepted by unreliable prisons?

A—No, it could not be intercepted because the money was paid by me or the Special Civil Officer

Q—As the work proceeded did you find the people earn more or earn less?

A—About the same

Q—Do you think if your establishment had been stronger, if you had more mustering *larkhune* or men of that description, that you would have got more work out of them?

A—Yes, if a different class of men had been employed. I think better work could have been turned out if the men had been more amenable to discipline.



Q—What class of men were the mustering *larluns*?

A—The great majority were Bráhmans, and the poorer classes had no education whatever

Q—At any rate, you did not form a very favourable impression?

A—No, I continually brought them to the notice of the Executive Engineer until they were fined

Q—Well, your evidence is to this effect—that from the commencement, the time you went there, until you had left you had the intermediate system in operation—with this addition, that cooked food was given to dependants?

A—That is to say, the payment by result system

Q—And that you found that the labourers did not earn as much as they ought. Practically speaking, the digger only had 14 *chhatahs* out of 19 and the carrier 9 *chhatahs*, nevertheless you found them remain in good condition, that you had only one outbreak of cholera in July, and by isolating the camp you were able to stamp out the disease, and you are also of opinion that if you had a more responsible and better class of mustering *larluns* you would have been able to make the people work much better?

A—Yes, that is my belief

*Replies by Lieutenant P. Sweeney, Retired Deputy Assistant - Commissary and late Special Famine Officer in the Satara District, to the questions drawn up by the Famine Commission*

### LARGE PUBLIC WORKS

21—If by charges are meant several gangs of workers employed on different sections of a work, these several gangs would comprise one charge. For instance, the Pingli Relief Works constituted one charge and comprised work on the Pingli Tank, Bidal Channel, work on different sections of the Sátara-Pandharpur Road, Tásgaon-Pingli Road and Pusesávali Road. All applicants for work would be taken on by the Special Civil Officer in charge of the Pingli Relief Camp, and would be distributed as circumstances required on the works mentioned above by the Public Works Department subordinate in charge of the works.

23—Admission to the works was free to all persons presenting themselves to the Special Civil Officer in charge of the camp, and he was responsible for the correct classification of applicants in accordance with instructions laid down in the Famine Relief Code, and he kept a register of all applicants admitted on the work. After all necessary information regarding caste, village, father's or husband's name of the applicant had been noted by the Special Civil Officer, lists with the applicants for work would be sent to the Public Works Department subordinate in charge of the work, who would then distribute them on the work under the charge of mustering karkans. Cannot say whether any system of selection by tickets was tried at the commencement, as he only took up the duties of Special Famine Officer on the 23rd April 1900. To the best of his knowledge no distance test was insisted on. Residence on the works was not made compulsory, and many of the work-people preferred after their day's work going and putting up for the night in villages or hamlets some distance from the camp. Is of opinion that in such works as the Máyni and Neher Tanks, which were in close proximity to the camps, residence in camp should be made compulsory, and this it is believed would tend to ensure the people coming to work at the regular hour (7 A.M.), which they could not be depended upon to do if permitted to reside in the surrounding villages and hamlets. Besides, it is thought there would be less liability of contagious or infectious diseases prevailing amongst the workers if residence in camp was strictly enforced. In the case, however, of road work, such as the Sátara-Pandharpur Road, Tásgaon-Pingli Road and Pusesávali Road, where the works are some distance from the camp, compulsory residence could not very well be enforced, except in the case of those gangs whose work was within a reasonable distance of the camp, say, one mile. It was found that the workers employed on road work distant from the camp erected temporary structures for their accommodation close to their work, so that it was no inconvenience for them to turn up in time to their daily work.

24—As to what distance applicants would go from their homes for relief, is unable to give exact distances, but to the best of his recollection the majority of applicants came from surrounding villages or hamlets not a consider-

able distance from the work To his knowledge last August several inhabitants of Mhaswad village applied to be taken on the Mhaswad Relief Work, but as the work was approaching completion and no further addition to the workers required, they were told work was not available but that if they went to Neher or Máyni, a distance of 33 and 35 miles respectively, they would be taken on the works there They, however, declined going on these works as they preferred work near their village or within their taluka These applicants (principally men) from their sturdy appearance did not strike one as really in want of relief, their object apparently being to earn an easy wage, no matter how small, so long as they could be within easy distance of their village Similarly, when the Mhaswad work was about to close in October, the order was to draft the people on to the Máyni work, but he found on a subsequent visit to this work that only a small proportion of those drafted had joined the Máyni work, those failing to do so presumably belonged to the Mhaswad and other villages in the Mán Taluka, thus showing a disinclination to go a distance from their homes

26.—There was a Civil Officer in each camp. The Civil Officers of the relief camps, Mhaswad, Máyni and Neher—the three works which were supervised by him—were Bráhmans of a respectable class and men of intelligence. The Civil Officer of Mhaswad camp had, previous to taking up the appointment, been employed on plague duty, his substantive post being that of Head Karkun, Revenue Department The Civil Officer of Neher before his appointment was Secretary to the Tásgaon Municipality. Cannot recall to mind the position of the Civil Officer, Máyni, before taking up this appointment, but it is believed he was also employed in the Revenue Department as Head Karkun The position of the Civil Officer with reference to the local representative of the Public Works Department was of a subordinate nature, inasmuch that all communications to the Head of the Department had to be sent by him through the medium of the Public Works Department subordinate in charge of the works Is of opinion that this should not be the case, and that the Civil Officer should be placed on an equal footing with the local representative of the Public Works Department, when such representative is a native subordinate, which generally is the case Speaking from experience of seven months on the works, he found that the Special Civil Officers who worked under him compared favourably in general intelligence with any of the native Public Works Department subordinates in charge of works It is to be understood that “general intelligence” is not meant to include technical knowledge To the best of his knowledge the Civil Officer had no authority to assure himself that measurements were correctly and punctually made This duty devolved on the local representative of the Public Works Department in charge of the work

28.—Each gang of labourers comprised three classes who were placed under a mukádam or leader who superintended them during working hours, 50 being the number generally in each gang Six gangs or files comprising generally 300 adults and children were under the charge of a mustering karkun or writer who had charge of the muster-rolls and mustered the files at different times during the day, noting on the rolls any absent from work

29.—The labourers were classified as I, II, III Class I comprised able-bodied men Class II, females over 12 years of age, all boys between the ages of 12 and 16, and all old or feeble men who were unable to do anything more than carry. In the case of these latter, if any appeared too feeble to work in the gang, they were immediately transferred to Class IV (nominally worked),

when after a 'while, having regained their strength, they would be sent again on the work. The work of Class IV was very light, they being principally engaged in sweeping in and around the camp. Class III included all working children below 12 and over 8 years of age. The scale of wages was in accordance with the Famine Relief Code, subject to fines in the case of Classes I, II and III according to the percentage of work turned out.

30—His experience leads him to consider that a distinction should be drawn between the classification and wages of men and women, as the work of the former is generally more laborious, consisting principally in digging. The difference in wages between Classes I and II, *vide* Appendix V, Famine Relief Code, is, he considers, satisfactory and fair.

31—A system of payment by results was in force during the time he was on famine duty, and the two systems were not carried on simultaneously during this period on works under his charge.

32—From his experience of payment by results he is led to believe that this system answered suitably and met the conditions existing on the works he supervised. Although there was a certain amount of distress existing, judging from the condition of the great majority of the labourers employed, he does not consider he would be justified in saying that the distress was acute or that actual famine existed. There was a certain amount of grumbling, not of a serious nature, at payment by results, but as the workers were invariably lazy and availed themselves of every opportunity to idle, they could not expect anything else, when from sheer disinclination, and not inability, they failed to do an honest day's work. He considers that if the system of payment by results was adopted at the outset in cases of severe famine, and the labourers clearly given to understand that the amount of wages earned by them would be dependent on their outturn of work, the result would be satisfactory. If, however, after trial it should turn out otherwise, and it becomes apparent that through no fault of theirs the labourers are unable to do the allotted task, then a more liberal system might be introduced in ample time to prevent any ill consequences to the labourers.

33—Is of opinion that the scale of wages adopted was adequate, not unduly liberal. His experience as to its effect on the labourers was that it in no way conduced to deterioration. In fact he considered their condition abnormally good, and in no way distinguishable from ordinary labourers in prosperous times. Certainly there were some who from age were naturally somewhat feeble, but as stated in Answer No 29, these, when found unfitted for work, were transferred to Class IV, where they received the minimum wage which was not subject to fines, and had practically nothing to do. He would not undertake to say that all the workers saved upon their earnings, but several instances came under his observation where female workers were able to purchase cloths and adorn themselves with bangles presumably out of their earnings. Several of the male workers wore silver studs in their jackets while at work. Whether these were bought out of their earnings, or were in their possession before coming on the works, he is unable to say.

34.—A rest day was given weekly. He believes that if the workers tried they could earn a full wage, but he does not think they could earn more than the full wage in order to support themselves on the rest day, and in his opinion it would be advisable to continue the rest-day allowance.

36.—He does not consider the minimum wage too high, and is of opinion that when workers through idleness and not in consequence of inability are found to turn out short work, fining should be continued down to the penal wage.

37.—The penal wage to his knowledge did not become the wage generally earned. Some files or gangs were from time to time subjected to it, owing to causes which were in their power to rectify, that is to say, had they devoted their time to the allotted work there would be no reason for them to come under the provisions of the penal wage. The effect on those coming under the provisions of the penal wage did not, as far as he could judge, any way tend to weaken their condition, nor did the people in any appreciable numbers leave the work in consequence of the penal wage.

38.—Payments were made weekly and his experience leads him to think that more frequent payments would be unnecessary and not desirable. It would doubtless be practicable to do so, but more frequent payments would only tend to keep the people hanging about away from their work awaiting payment, and they would be only too glad of an excuse to avail themselves of the opportunity of keeping away, and for this reason it is not considered desirable.

39.—No instance came under his notice that payment, otherwise than daily, threw the workers seriously into the debt of the Bania.

40.—Payment was made to the individual by the cashier generally in the presence of the Special Famine Officer or Special Civil Officer, and his experience leads him to believe that this method is preferable to paying the wages to the head of the gang for distribution to the workers. His experience of these heads or mukadams of gangs was not at all satisfactory, and he does not consider they could be trusted to deal honestly with the workers if the payment passed through their hands.

41.—Notwithstanding the penal wage the majority of those effected by it, remained long on the works, only instances of a few leaving in consequence were brought to his notice.

42.—The maximum wage was in accordance with Appendix V, Famine Relief Code, the wage varying according to the current rate at which the grain was sold. Non-working children, that is children under 8 years of age, or weakly children over 8 years, were provided with cooked food and detained in sheds during working hours, at convenient distances from the workers, so that they should not impede their parents during working time. The detention in the enclosures was not made compulsory, but parents were advised, from time to time, to permit their children to come to the enclosures where they would be regularly fed and looked after. Though at first some reluctance was shown by some of the parents to allow their children to come to the enclosures, this gradually wore off, and they either brought the children themselves or nurses selected from workers to look after the children in the enclosures brought them in. Weakly persons capable of some work, not of a laborious nature, were drafted into Class IV and were engaged about the camp on light work, such as sweeping, clearing away weeds, etc, for which they received the minimum wage. The arrangement for the relief of these people did not, therefore, take the form of task or piece-work.

45—Under the payment-by-result system muster rolls were kept up and closed weekly on the evening of the last working day

#### GRATUITOUS RELIEF

68—(a) Relieved in cash when capable of doing light work in Class IV, otherwise when incapable through old age or infirmities of doing anything they were provided with shelter and cooked food in the poor-house established in each relief camp.

73—The inmates of poor-houses established in camps were frequently inspected in order to ascertain whether any were fit to go on the work, and those found fit were sent on the work. This applies to women who after delivery and after discharge from hospital were detained in the poor-house until they had regained their full strength, and to others who from temporary weakness due to illness were provided for in the poor-house until such time as the subordinate in medical charge considered them fit to go on the work. Inmates wishing to return to their homes were provided with cooked food sufficient to last the journey, should their homes be at any distance from the camp.

89—The labourers on relief works were principally composed of the labouring class, i. e., Maháris and Mángs.

98—Frequent inspections of grain shops on the works did not disclose the sale of inferior or unwholesome grain.

102—To his knowledge, at the end of the famine only one orphan aged about 8 years from the Mhaswa Relief Camp was handed over to the care of a Missionary in Sátára. Before the closing of the relief work every endeavour was made through the Mámátdár of his taluka to trace his relatives and friends, that they might take charge of him, but he was found to be quite friendless.

112—His experience of the massing of people on large works does not tend to show disorganization or family, the weakening of social restraints or relaxation of moral ties. He bases his belief on the fact that at no time was any complaint made to him by workers of the existence of any of the evils mentioned, nor was the existence of such ever brought to his notice by any of the native subordinates, which, he believes, would have been done had they existed.

P SWEENEY, Lieut.,

& D A C (retired),

late Special Famine Officer,

Sátára District

*Sátára, 10th January 1901.*



*The President*—How long have you been Collector of Sholapur ?

A—Since February 1899

Q—You were not there in the previous famine ?

A—I was in the Nasik district

Q—But circumstances in Nasik and Sholapur are not so similar as to enable you to speak regarding Sholapur from what you saw at Nasik ?

A—The circumstances of the two districts were not dissimilar

Q—Was there a severe famine in Sholapur in 1897 ?

A—Yes, it was very severe, but this last famine was more severe, because it followed so soon after the famine of 1897

Q—Was the *kharif* crop in Sholapur in 1897 a fairly good one ?

A—I think it was an inferior one

Q—You write that the harvest of 1897 was scanty, but you do not mention what proportion of a 16-anna crop the *kharif* crop was, can you say, roughly, what it was ?

A—I think it was a 4-anna outturn. The *kharif* area was unimportant in comparison with the *rabi* and I think it was a 4-anna outturn on a 40 per cent area

Q—And the *rabi* of 1898 ?

A—The *rabi* of 1898 was good

Q—What was the *kharif* of 1899 like ?

A—Total failure

Q—That landed you in difficulties ?

A—If we had had a good *rabi* crop the situation would have been saved

Q—On the failure of the *kharif* of 1899 did you become apprehensive that you were in for a famine ?

A—No, not until the *rabi* failed, and there was no hope left of the people being able to recoup themselves for the loss of the *kharif*

Q—When did you take alarm ?

A—In October

Q—Then what steps did you take ?

A—We started test-works

Q—Was that the first thing you did ?

A—Yes

Q—How many test-works had you ?

A—Three

Q—Were the test-works from the beginning under the management of the Public Works Department ?

A—Yes

Q—Can you give me just a slight sketch of the organization on the test-works—the organization under the Public Works Department ?

A—I left it all to the Executive Engineer. He arranged it under the Public Works system

Q—You cannot tell me what the ordinary staff was ?

A—I think I can give you an outline of it. There was an overseer in charge of the work and under him there was a sub-overseer, then *mistris*, and then mustering *harkuns*

Q—Am I to infer that you left the control to the Public Works Department ?

A—Yes

Q—Did you follow the same policy when the test-works were followed by relief works ?

A—As far as possible

Q—Did you leave the allotment of task and the payment of wages to the Public Works Department ?

A—Yes

Q—And everything connected with sanitation and with kitchens and with hospitals was under you directly ?

A—Yes

Q—There was a more or less distinct line between the sanitary portion of the work and the works ?

A—Yes, but I had certain amount of general control

Q—Was it understood that you had a complete control over every work in the district in all its aspects—professional as well as administrative ?

A—Yes, I think so. Even in the smaller professional details I had a power of criticism, I had a power to refer to higher authority.

Q—If you, on your inspection of the work, found that the task that was being enforced was too light or too severe, you would have the power of then and there giving an order to increase the task or to reduce it, as might be the case, and the Public Works officers would be bound to obey your order ?

A—I am inclined to think I should have considered it as a matter to refer

Q—Such a case did not occur ?

A—No



Q—Do you think that it is necessary for efficient famine relief, that every aspect of the relief organization in the district should be placed under the control of the Collector?

A—Yes

Q—Well, you commenced your test-work in November?

A—Yes

Q—Now, on what principle was the test-work carried on? I mean to say as regards task and as regards payment?

A—There was payment by results with a maximum wage

Q—That is to say, not more than 19 *chhatals* for a digger as in the code, but less could be given, the workers being paid for what they did?

A—Yes, and there was no allowance for dependants

Q—Then it was simply payment by results?

A—Yes, because we thought it had to be made strict at first

Q—How long did that system last?

A—Only about a month

Q—Whilst that system was in operation did you establish any poorhouse?

A—No, not then. The first poorhouse was not established until later

Q—You did not consider the establishment of poorhouses as one of the earlier steps to be taken in your relief operations?

A—No, certainly not

Q—Your test-works, you say, continued about a month. Did they draw?

A—Yes, they filled up very quickly. When that happened I reported to the Government and in anticipation of their sanction I turned the test-works into relief works

Q—The test-works had up to that time been managed the whole time by the Public Works Department. When the three were turned into relief works was there any change in the system of payment, or did you continue the payment by results system?

A—No, when they turned it to regular relief works they adopted the strict code system with a minimum wage

Q—While they were still test-works, did you visit any of them?

A—Yes

Q—Did you observe what the condition of the people was? Were they well or emaciated?

A—They were a little thin

Q—When the change from test-works to relief works was introduced, was it introduced in accordance with what you understood to be the general policy of Government, or was it introduced in the belief that the payment by results system was insufficient (at that time) to give the necessary relief?

A—For both reasons, I think

Q—You changed the system because of your appreciation of the instructions of the code, and not so much because you were impressed with the necessity of adopting the code system in order to afford sufficient relief?

A—I think the code system was right

Q—I am not questioning whether it was right or wrong, but whether in your opinion it would have been safe to go on with the payment by results system?

A—I am sure it would not. We had no arrangement for feeding the dependants

Q—But if you had had an arrangement for feeding the dependants?

A—Then I think it would have been perfectly safe

Q—If at the commencement of your relief operations you had followed the system of payment by results coupled with provision for feeding the infirm and the children do you consider that there would have been any danger?

A—No

Q—Well, you changed your test-works into relief works in November? And you were immediately flooded?

A—Yes, immediately

Q—Your numbers jumped up from 8,000 to 18,000?

A—There was a formidable rush. It came so suddenly that we were unable to cope with it at first

Q—Was this rush prior to the conversion of the works into relief works or subsequent to their conversion?

A—I think it began when they were still test-works but the volume of the rush came on after conversion

Q—Would it be an unfair inference to draw that this great rush was caused by the introduction of the code task system?

A—I think it would be unfair. The distress became so severe throughout the whole district that people would have come to work no matter what the system was

Q—Under the code task system did you find that the labourers did a fair day's work, or were they content to receive a minimum wage?

A—They were many of them content with the minimum wage, so we cut it down by 25 per cent

Q—Do you think that the tendency was to avoid working and to live on the minimum wage?

A—Not universally, but to a considerable extent.

Q—Of the numbers that you had on 30th December, would you very roughly tell me how many earned the minimum wage?

A—I am afraid I cannot tell you, not one-half, I should think

Q—How long did the minimum wage of 12 *chhataks* last?

A—I think it lasted till February, then we reduced the minimum by 25 per cent.

Q—What was the effect of that? Did you find that the people were content with 9 *chhataks*?

A—Yes, some of them others it made do more work

Q—After the conversion into Famine Relief Works under the Code did you feed the dependants and the children?

A—Yes, we gave them a cash allowance only at first, while kitchens were being organized after that we gave them cooked food

Q—I notice that the dependants on your works at Sholapur were very numerous?

A—About 33 per cent, I think, on an average, in many cases more. The number is due to the fecundity of the lower castes, and their practice of polygamy

Q—Well, while you had these relief works going on you also started village relief?

A—We started that concurrently with relief works

Q—Had you previously made out any list of those that were to receive doles?

A—We made them as we went along

Q—What was your organization for the distribution of village doles?

A—In each *taluka* there was in charge of the relief a Head *karlun*, and under him a Circle Inspector—the ordinary staff of Circle Inspectors was supplemented by extra men and they were supposed to visit each village once in 10 days

Q—Your *taluka* comprises roughly how many villages?

A—From 100 to 120

Q—And what was the ordinary fiscal staff for that—starting from the *patel* and the *kulkarni*—you had a Circle Inspector?

A—Yes

Q—The Circle Inspector reports to the *mamlatdar* in ordinary times?

A—No, to the District Inspector

Q—How many villages did you put into one group?

A—About 20

Q—And for each of these 20 you appointed a circle officer of the stamp of the Circle Inspector under your agricultural system, and that circle officer dealt directly with the *patel* and the *kulkarni*?

A—Yes

Q—Then your organization for the village gratuitous relief was your *kulkarni* and the *patel* at the bottom, then the Circle Inspector?

A—Yes, then there were Staff Corps Officers

Q—Was the Staff Corps Officer restricted to the supervision of gratuitous relief?

A—I put them in general charge of relief, they were always touring

Q—When the Staff Corps Officers visited the work could they enquire into anything connected with the work?

A—Yes

Q—Were the lists made out strictly, or were the rules liberally interpreted?

A—I think they were made out strictly, we always endeavoured to keep as low as possible, we sent as many as possible to the kitchens on relief works, if there were any within a radius of 8 miles

Q—Did you find that serve?

A—Yes, it answered very well

Q—From the point of view of economy?

A—Yes, it prevented fraud in villages

Q—Did you, in preparing these lists, depend solely on the *kulkarni* and *patel*, or did you associate with yourself any local agency—the respectable men in the villages?

A—Yes, the latter

Q—Did you have any *panchayat*?

A—There were no regular *panchayats* in the villages

Q—May I take it as correct to say that the organization as to the selection and distribution of these village reliefs was more official than non-official?

A—More official, certainly

Q—Did you try in any case to depend on the non-official agency?

A—No

Q—Did you distribute grain dole or cooked food?

A—Only grain

Q—You had no village kitchens?

A—No

Q—But it was a feature of your village relief distribution to send persons to the kitchens of the neighbouring relief works?

A—Yes

Q—Had the *kulkarni* and the *patel* discretion as to the people who should be sent or not?

A—The Circle Inspector decided that when he visited the villages

Q—Were those persons who were sent to the relief kitchens provided with shelter?  
A—Yes  
Q—Then practically these relief kitchens were poorhouses?  
A.—Partly poorhouses  
Q—Regular poorhouses did not enter, I understood you to say, into your scheme, at the commencement?  
A—I should have liked to start them much earlier than we did  
Q—You did not start until February?  
A—I do not think we started in Sholapur until February  
Q—Were you troubled with immigrants?  
A—We were very much hampered, specially in Barsi taluka  
Q—They came in a very bad condition?  
A—Yes, they flooded all our works near the border and flooded the town, so that we had to close the relief works to new arrivals and direct them to go to works 20 miles off  
Q—Would it not have been possible to collect all these immigrants into gangs and send them over to the Political Officer?  
A—Do you mean that special works should have been opened for immigrants?  
Q—Yes, for the time being?  
A—I think it would have been possible  
Q—Or could they have been collected in poorhouses?  
A—It would have been very difficult. It was very difficult to distinguish who were immigrants and who were not, because immigrants nearly always give false names  
Q—Would you be disposed to think that in the early stages of distress one poorhouse should be started in the principal centre of population of the taluka?  
A—Yes  
Q—That would give you for your district how many?  
A—Seven, and we had only three  
Q—Do you think many people who came upon your relief works had other resources?  
A—Yes, they had a little of their own  
Q—Do you think that if they had not had the relief works to eke out their resources, there would have been greater mortality?  
A—I think so, I am sure of it  
Q—Does the fact that the people were content with the minimum wage and even to some extent content with the reduced minimum wage, combined with the fact that you had no very great mortality in your district, at all events up till April, lead to the inference that the wage of the Code was redundant?  
A—I think it was ample  
Q—But if you had labourers content to earn a minimum wage and if you found under these circumstances mortality was not so very great, is there not considerable reason to think that the Code wage was much too high?  
A—Yes, I think it was a little too high  
Q—On your test-works there were no fines?  
A—No, it was payment by results  
Q—It lay within the discretion of the labourer to avoid a low wage?  
A—Yes  
Q—But when you introduced the code task with a minimum wage, then fining became a reality?  
A—Generally  
Q—And the fining went down considerably under the minimum?  
A—It went down to the penal minimum  
Q—What was the justification of fining to the minimum?  
A—We wanted to fine down to such a rate as would make the people work properly  
Q—Did you fine the digger or did you fine the whole gang?  
A—I think we fined the whole lot of them  
Q—When the rains began did you change your system of works or did you continue the Code system?  
A—We continued the Code system. I sent back to their villages the dole-recipients who had been sent thence to the kitchens  
Q—When the rains broke in June you had over 100,000 people on the works and you had more than that on the gratuitous relief and then it dropped to 78,000, and in the following month to 68,000, was all that an automatic decrease or did you do anything to hasten it?  
A—At one period we introduced payment by results for 3 weeks  
Q—With what effect?  
A—There was a great reduction in the numbers, then the rains held off and we did not feel justified in getting rid of the people from the works  
Q—Did you close your works altogether last year?  
A—No we have never closed them  
Q—Did you anticipate much difficulty in the coming year?  
A—No, not quite so much, for there was a better crop in the surrounding districts.  
Q—Is your district one in which wells might be dug?  
A—Yes

Q — Very largely ?  
A — Yes, but of course with great uncertainty. It is a matter of chance whether you find water or not  
Q — When you opened your test-works in October 1899, did you make advances to any considerable extent ?  
A — We advanced Rs 75,000 before March  
Q — For the whole district ?  
A — Yes, and after March we advanced Rs 3,85,000  
Q — What was the Rs 75,000 advanced for before March ? How was it spent ? Was it spent on wells ?  
A — Mostly on wells  
Q — Was the money usefully spent ?  
A — In a great majority of instances  
Q — Instead of Rs 75,000, if you had Rs 5,00,000 to spend, could you have usefully spent it ?  
A — I think a great deal of it would have been misappropriated  
Q — But would Rs 5,00,000 have been spent usefully in digging wells ?  
A — Yes  
Q — Then you gave advances after March ?  
A — Yes  
Q — Was that for the purchase of grain ?  
A — No, that was for the digging of wells too  
Q — Was there any scope for advances for seed ?  
A — Yes  
Q — Your organization was not such as to enable you to advance very large sums with the assurance that it would be properly expended ?  
A — No, we could not have done it quick enough I think that a special *tagar mamlat-dár* is necessary  
Q — It is not at present within the function of your Circle Inspectors to interfere in the executive administration of the *taluqa* ?  
A — No  
Q — Would you advocate a change of system by which they should be brought into a closer connection with the actual administration of the district, that they should be put more over the *kulkarnis* and the *patels* ?  
A — I think they have sufficient work to do as they are I would not trust them to distribute *tagar*.  
Q — Have you got *nairb mamlatdars* in your district ?  
A — Head *karkuns*  
Q — The head *karkun* through the ordinary course of promotion becomes a *mamlatdár* ?  
A — Yes  
Q — And many of them are graduates I suppose ? Educated men ?  
A — Yes  
Q — Would they furnish the stamp of men whom you wish to employ ?  
A — Yes  
Q — Is it the practice that the cultivator subdivides his field and mortgages or sells a portion ?  
A — I believe that is the case  
Q — Then the whole field will remain responsible for the payment of revenue assessed on it ?  
A — Yes  
Q — And if the revenue is due on a part, can the whole field be sold free of incumbrances created by the original holders ?  
A — Yes  
Q — What is the value of the produce of an acre of *juar* ?  
A — In normal years Rs 8  
Q — Does that include the *karbi* ?  
A — No, it is exclusive of the fodder  
Q — What is the gross value ?  
A — Rs 10, I should think  
Q — Is your district a less productive one than Satara ?  
A — Yes, I think it is  
Q — It is less productive than Nasik ?  
A — No, I do not think so  
Q — What would be the revenue ?  
A — 12 or 14 annas  
Q — So that the revenue would be about 8 per cent on the value of the gross produce ?  
A — Yes.  
Q — Have you in your Revenue Manual any rules prescribing suspensions of revenue, or have you as a Collector, in your district, any power to suspend revenue on the occurrence of crop failure ?  
A — No, we have to get the sanction of Government  
Q — Can you postpone any revenue ?  
A — No, not without the sanction of the Government.

Q—The revenue has been pitched at such a low scale that suspensions or remissions in ordinary years are never required?

A—Yes, in ordinary years

Q—From your experience do you consider it desirable that the Collector of a district should have power to suspend the collection of land revenue on the occurrence of bad seasons, not involving the total crop failure, but involving substantial crop failure?

A—I think the revenue should be suspended in these cases

Q—Collectors in other provinces have the power to postpone that collection of land revenue, but in Bombay they have not?

A—No

Q—Your experience as a Collector of your district is that, notwithstanding the moderation of the land revenue assessment, it is still desirable that there should be power to suspend the land revenue on occasions of substantial crop failure?

A—Yes

Q—Do I understand that you would advocate this power even in cases of crop failure not amounting to a widespread crop failure? If for instance the crops in your district failed to the extent of 12 annas, would you recommend the power of suspension being given to a Collector, subject to the control of the Commissioner of the Division?

A—I think that if suspensions are recognized as part of our policy the revenue ought to be raised a great deal higher.

Q—You are thinking of the capitalist owner, who is able to pay without reference to the crop on the ground?

A—I was thinking of all kinds of owners

Q—But if you had a tenant with only a pair of bullocks and a plough, is it your experience that such a man saves sufficient to pay a higher revenue?

A—As a matter of fact he does not

Q—When such a man has got only a 4 anna crop, would you still force him to pay?

A—Yes

Q—Don't you think it would be desirable then to suspend the revenue, recovering in after years?

A—Yes

Q—Would you recover more than the amount suspended?

A—Yes, I think I would

Q—That is, you would charge interest for the suspension, but at all events, you think it desirable to have the power of suspending in really bad years?

A—Yes

Q—In making a suspension would you have regard to the character of the tract or to the capacity of the individual to pay the revenue?

A—I think I would divide owners into two classes, agriculturists and capitalists. To the latter I would grant no suspensions. In the case of the former I would base suspension on the crop on the ground

Q—Is your system of land records sufficient to enable you to make a broad division?

A—Yes

A—I presume, you would say, that no remission of revenue should be made in any case except after consideration of the circumstances of the individual?

Q—Yes

A—Did you succeed to a great extent in inducing people to deepen their wells?

A—Yes

Q—I think you ascertained that you were able to obtain a supply of water which otherwise would not have been found?

A—In certain cases

Q—Did wells run dry during the famine?

A—Yes

Q—You thought of deepening the wells by some other means, such as boring, and by means of a simple apparatus succeeded in obtaining a stream of water?

A—Yes, we have made seven experiments during the last two months.

Q—Were they successful?

A—Yes, these were successful others were unsuccessful

Q—Are all the wells in your districts dug through hard soil?

A—Yes, through that and rock by means of blasting

Q—You say you had no detailed programme of village works?

A—No

Q—Is there, economically speaking, great scope for the development of irrigation works?

A—Certainly, there is a crying want in the district of projects for the construction of wells and storage of water

Q—Do you think there is a large scope for the development of storing water in various villages in the district?

A—Yes

Q—So that in time of famine works like that can be undertaken?

A—Yes, the nullahs could be dammed

Q—Is there ample scope for that?

A—Yes, even the rivers could be dammed

Q—From your answer to section 12, on the question of the charitable relief, I find that there was a good deal of mismanagement in feeding the people, and that there was no organization

A—I referred only to the indiscriminate private charity in Barsi

Q—Does not the Code provide that, on the occurrence of famine, there should always be an attempt to organize relief committees?

A—We made the attempt but we failed in Barsi though we succeeded elsewhere. The difficulty was that the Barsi merchants would insist on feeding people indiscriminately

Q—When was that?

A—All along till June. The merchants in Barsi are rich and charitable, some of them are Bhatias. They believe that indiscriminate feeding brings religious merit

Q—Were the *tahsildars* unable to induce these people to stop indiscriminate charity?

A—No, I too was unable to do it

Q—If your measures had been started a little earlier, do you think they would not have stopped their indiscriminate charity?

A—No, there was no means to compel them to do so. That kept up a constant stream of beggars flowing in from the surrounding country and Hyderabad territory

Q—In answer to question 100 you say that there was a large influx of immigrants?

A—Yes

Q—What arrangements did you make to send away the wandering immigrants?

A—Closed the works in Barsi to fresh arrivals, and sent back all immigrants we could discover to the care of their own authorities

Q—What became of the immigrants who had been on work?

A—We did not turn them off. It was difficult to know which of them came from outside, because they gave as their residence the name of a village in British territory, concealing the name of the place they came from, for fear of being sent away

Q—You actually closed the works to which they came?

A—We stopped fresh admissions

Q—You attempted to introduce the system of selection or the ticket system?

A—Yes

Q—Was it successful at an early stage?

A—It was open to great abuse I think. I would not trust the village officers to make a selection. They would give tickets to any applicant who would pay them two or three annas

Q—Would not your Circle Inspectors have been able to look after that work?

A—They would have taken money too.

Q—But you have got *mamlatdars* whom you could trust to make this inspection and selection?

A—Yes, I could trust them and I could trust the Head *karhun*.

Mr Nicholson—How many weavers had you on relief?

A—8,000 to 9,000 in Sholapur city

Q—How many weavers are there in Sholapur?

A—About 15,000

Q—You were able to relieve 8,000 or 9,000?

A—Yes

Q—What became of the others?

A—They belonged to the superior class. They had resources of their own

Q—Do you think that relief was the best to prevent loss of life?

A—Yes

Q—You do not think it was wasteful and unnecessary?

A—No, I think it was most economical

Q—Do you think these weavers could have gone on to relief work, with equal advantage?

A—No

Q—There was a considerable amount of grass cut. When was it cut?

A—In October, November, December and January

Q—Was it succulent?

A—Very dry, brittle, and innutritious

Q—Did cattle thrive on it?

A—No. It kept them alive, however

Q—The mortality among cattle was estimated at 11 per cent?

A—Yes

Q—Was the *kharif* area of 1,900 up to normal?

A—A great deal more than normal, because we got very good early rains

Q—So that the loss of cattle did not cause any contraction of cultivation?

A—No

Q—Are there fodder crops in your district?

A—Yes

Q—You had a large number of orphans?

A—Yes

Q—What means did you adopt for taking care of them?

A—We usually sent them to the American Mission, asking the managers to keep a register of orphans sent

Q —What did you do when you found a child without parents?

A —We sent him to the American Mission. We also sent twenty to the Pandharpur Orphanage.

Q —As soon as an orphan was discovered on a work or kitchen, what was done with it?

A —It was looked after and was placed in charge of the nurses.

Q —Was any register kept showing its village and caste?

A —Yes, a record was kept.

Q —Does that still exist?

A —Yes.

Q —So that it is possible at any moment to trace them?

A —Yes, they can be traced.

Q —Were any attempts made in their village to see whether the orphans would be taken by their own relations?

A —No, I think they are much better off where they are.

Mr Bourdillon —I notice that in June and July the cholera was not very bad?

A —No.

Q —But your death-rate was very high.

A —Yes.

Q —Where did cholera break out? In villages or on works?

A —On works. On one occasion we had to remove the people from one work to another on account of cholera. The water-supply was not good.

Q —You had no trouble about managing the transfer?

A —None at all.

Q —No big scare?

A —No. People did leave, but there was no panic.

Q —Did people of all classes come on relief?

A —Yes, agriculturists, professional labourers and others, *Mahars* and *Mangs* never had the slightest hesitation to take relief, but now few of any class object. No one minded taking cooked food in the kitchens because cooks were selected from the higher castes.

Q —Were they all children in the kitchens?

A —No, we had also adult dependants.

Q —Had you respectable people among the dependants?

A —Yes.

Q —They had no objection to take cooked food?

A —No, we took every care to arrange for the food being cooked by cooks of high caste.

Q —Was there any objection on the part of adults to take food with children?

A —We had one enclosure for children and another for dependants, which obviated any difficulty.

Mr. Nicholson —Did you hear any complaints of the inability of the Railway to bring grain?

A —Yes.

Q —Which Railway was it?

A —The G. I. P.

Q —Is that the nearest to your district?

A —Yes.

Q —Had you any communication with the Railway authorities?

A —I think they were doing their best. They had seventy-two engines all working, but the delay was due to an extraordinary rush. I do not think that was the fault of the Railway. They had sufficient rolling stock.

The President —With reference to article 137 of the Famine Code which authorizes the Collector to suspend the collection of the next ensuing instalment of land revenue did you act upon that section on this occasion?

A —No, I only proposed suspension.

Q —Were suspensions carried out according to your proposition?

A —Yes.

Q —What proportion of revenue did you propose to suspend?

A —I proposed to suspend about 30 per cent. but it was not actually necessary to suspend more than 20 per cent as 80 per cent was recovered.

Q —Recovery was probably going on at the same time that your proposition for suspension was being considered?

A —No, our instalments are paid in March and April, but I had got sanction for suspension long before that.

Q —It was not found necessary to suspend the whole 30 per cent.

A —No.

Q —Are you in favour of protecting the sub-tenant from enhancement of rent?

A —Yes.

Q —At present there is no protection for him?

A —No.

Q —Would you take back-rent from the owner?

A —I would take anything I could get from the capitalist mortgagee.

Q —Would you advocate the modification of your Land Act with a view to give protection to sub-tenants ?

A —I would in cases of mortgage with possession

Q —Do you think it is possible to do anything in the way of credit associations for the agricultural community generally ?

A.—I do

Q —You are disposed to favourably consider them for your district ?

A.—I think they should most certainly be tried.





*Replies by Mr A F Maconochie, ICS, Collector of Sholápur, to the questions drawn up by the Famine Commission*

1—The outlook at the beginning of the rains of 1899 was not unpromising. The harvest of 1897 had been scanty, but that of 1898 had been very fairly good, the outturn of kharif ranging from 2 to 7 annas, and that of rabi from 8 to 14 annas. The district was just beginning to recover from the severe famine of 1896-97, and every one hoped that it was entering on a succession of fairly prosperous years. These hopes were soon disappointed by another failure of the rains.

2—The rainfall in June and July was so small that only one-fifth of the normal kharif area could be sown, and what crops were got into the ground then mostly withered in the long run. The normal cultivated area is taken as the average of the six years 1893-94 to 1898-99,

3—The average rainfall at head-quarters for the five years ending with 1899 was 23.61 inches, and that for the five years ending with 1895 was 33.62 inches. The rainfall at head-quarters in 1899 was 13.2 inches or only 56 per cent of the former average, itself lower by 10 inches than that of the five preceding years. The rain ceased in September, just when two inches more would have given us a good rabi crop. As it was, the crop was almost entirely destroyed. The rainfall from June to September, compared with that of the preceding four years, was as follows—

Year	Months.			
	June	July	August	September
1895 ..	62	7.13	2.45	17.60
1896 ...	3.19	4.38	2.33	9
1897 .	2.81	2.15	1.53	10.28
1898 .	6.48	6.44	3	14.76
1899 .	1.12	13	1.84	8.71

4—The kharif harvest was about 1 per cent and the rabi, the more important one of the two, about 12 per cent. of a normal one.

5—About 60 per cent of the population of this district depend exclusively on agriculture, half as petty cultivators, and half as labourers. There is a constant tendency on the part of the former to descend into the ranks of the latter, so that it is hard to give the proportions accurately.

6, 7 and 8—About the middle of October crowds of people began to come to my office every day clamouring for work, and I received numerous petitions from all parts of the district to the same effect. The City of Sholápur became crowded with beggars. The district and taluka officials reported to me that this state of things obtained everywhere. I then started three test works in different parts of the district at the expense of the District Local Board in the first place. They were road works on the limited piece-work system, and as they rapidly filled up and

crowds of fresh applicants for work continued to arrive, I turned them into regular relief works, and started a general system of relief throughout the district

9—A programme of famine relief works was ready, and all important ones had been actually located, while for most of them surveys and estimates had been prepared. The programme did not include scales of establishment and there were no special lists of candidates qualified for famine service

10—The programme contemplated large public works as the backbone of the relief system. There was no detailed programme of village works ready, but merely a general estimate that 17,000 people could be employed on the repair of village roads

11—First came test works, followed immediately by the organization of private charity in large towns and the opening of Government forests, then kitchens on works, and then poor-houses at three centres

12—Village relief was inspected and controlled from October 1899, first by the Mámlatdárs, then by specially appointed Circle Inspectors and Relief Head Kárkuns under the supervision of Mámlatdárs, Sub-divisional District Officers, and in some talukas Special Famine Relief Officers drawn from the Staff Corps. To stimulate the local employment of labour tagái advances were freely distributed for the improvement of land. A central and a managing committee for the administration of charitable relief was formed with the Collector as President. In Sholápur, the committee persuaded two rich and charitable mill-owners to open cheap grain shops, and it opened a third one itself with contributions of grain and money collected from the leading traders. At Bársi the attempt to control the indiscriminate charity of the merchants failed until the consequent flocking in of beggars from all the surrounding country resulted in a severe outbreak of cholera, which induced them to listen to reason. At Pandharpur, the only other town of any importance in the district, the Mámlatdár succeeded in collecting some subscriptions for clothes for destitute people. Elsewhere private charity hardly existed. To observe the general condition of the people all district officers moved actively about their charges, and reported their observation to the Collector, who himself visited all parts of the district and inspected all relief works, kitchens and poor-houses

13—The ordinary tagái grant for the year was Rs 42,500. An additional grant of Rs 30,000 was promptly made at the beginning of the distress, and out of the whole sum of Rs 72,500 a sum of Rs 49,000 was assigned for advance under the Land Improvement Act, and the rest under the Agriculturists' Loans Act. This was only up to March 1900. Since then further tagái has been granted to the extent of Rs 3,85,000\*. The conditions were as usual, and the recipients were all land-holding cultivators, mostly small holders. The advances were made as recoverable in full, but in view of the recent concession only part will now be recovered

Rs.  
\* 1,78,500 Land Improvement Act  
2,06,500 Agriculturists Loans Act.

14—Irrigation wells can be sunk all over the district, but the depths at which water is found varies very greatly. No average depth can be given, but undoubtedly the level of the sub-soil water was much lower than usual at the end of the rains of 1899. This year it is lower than it has ever been known to be within living memory. The digging of wells was encouraged by loans, and these were in some cases successful in securing crops, generally became permanent improvements, though sometimes water was not found, and were all useful in employing labour

15—The three road works opened for tests were supervised by the Public Works Department at the expense of the

District Local Board. They were conducted on the limit of piece-work system, and the same task was taken from each worker irrespective of sex and previous occupation

17 — Payment was in strict proportion to results. There was a maximum but no minimum wage, nor any rest day wage, but from 21st October an allowance to dependants was instituted

18 — The test works having filled and fresh applicants continuing to crowd to them, it was considered that the time had come for regular relief works. The test works were therefore turned into such, and others opened all over the district

19 — Large public works were first opened. No small village works were attempted till the rains, and when they were started they did not prove a great success on account of the difficulty of securing trustworthy supervision

20 — The large works were under the control of the Public Works Department. There was, I believe, no scale of supervising establishment prescribed, and there was some difficulty and delay in obtaining it, as there was also in getting tools and opening works, by reason of the great and sudden rush of applicants for employment which was more than could have been anticipated.

21 — The question is for the Public Works Department.

22 — So is this, but I may say generally that as soon as a work was started all necessary arrangements were made in a very short time and without much difficulty by the Public Works Department and the Civil authorities under the Collector, the Famine Code showing exactly what had to be done.

23 — The system of admission by ticket was tried for a short time in Bārsi Taluka with a view to checking immigration from the adjacent Hyderabad territory, but it was not approved by Government, and was abandoned

24 — As at one time nearly 24 per cent of the population were on relief, a large public work of 10,000 people would serve a population of about 50,000. Most of the dependants of the workers would be in the kitchen attached, only the helpless and infirm would be on dole in the villages, and of these as many as possible would be drafted to the work. We roughly had one big work for each taluka, so that no one had to go much more than 20 miles to get work. Many however went much further than this

25 — The Executive Engineers were, I think, considered to be generally subordinate to the Collector in all but purely professional matters and the control of their own department.

26 — For each large work there was a Special Civil Officer appointed by the Collector, and generally a member of the Revenue Department of the grade of Head Karkun, or lower. His salary as Special Civil Officer ranged from Rs 50 to Rs 80, and he got horse allowance besides. He was in a somewhat anomalous position appointed by and responsible to the Collector, his chief, and yet subordinate to the Public Works Department officer in charge of the work, and consequently the Executive Engineer also. Hence arose a certain amount of misunderstanding and friction. And I consider that in view of the opportunities of making money involved in the management of large kitchens on works, these Special Civil Officers were not drawn from a sufficiently high grade. There has been a lot of fraud in connection with the kitchens, and I consider that the only way to stop it is to appoint an officer of the grade of Deputy Collector or

at least First Grade Mámíatdár as Special Civil Officer to each large work. He should be independent of the Public Works Department authorities and responsible only to the Collector. In answer to the second part of the question, the measurements were left to the Public Works Department, but in the other matters specified the Special Civil Officer had full power to see that the orders of Government were being followed.

27—No, the Special Civil Officer did not interfere in such matters.

28, 29 and 30—For the Public Works Department.

31—On the test works the limited piece-work system was tried at the start. Then the Code task system was followed. During the rains an experiment was tried of payment by results on three works where it was found that the people were idling systematically.

32—I agree on the whole with the Commission of 1898.

33—For the Public Works Department the stone-breaking task was reduced from what it was at first in the light of subsequent experience.

34—I think that the scale of wages allowed was adequate but not unduly liberal. The workers all kept in good condition all along. There were no doubt many who had some other resources besides their wages, but the majority had none. I think that perhaps some of the former class saved upon their earnings, but this can hardly be prevented. Copper coin returned freely to the Banias. Why I think that some of the workers saved something is that always when we closed a work and drafted large numbers to another, many of them went off altogether rather than leave the vicinity of their villages, so they must have had something to go on with.

35—A rest-day wage was given, the workers not being able to earn more than the full wage in order to support themselves on the rest day. I prefer the system followed.

36—I think that the minimum wage should be reduced 25 per cent to discourage idling in the case of all able-bodied persons. Weakly persons should receive the present minimum. That is the system which has been followed here. Fining of able-bodied persons should be strictly enforced down to the reduced minimum. In cases of continued idleness fining must be guided by actual results without any minimum.

37—The Code minimum wage was allowed at the outset, but we found after a time that there were on every work large numbers of people who preferred to idle and earn only this, thus showing that they had other resources and were not in actual need of relief. To get rid of these people, or at any rate get a fair equivalent return of work out of them, we reduced the minimum by 25 per cent and fined strictly down to that. It had an excellent effect. In no case did the penal wage become that generally earned. And the condition of the people did not suffer in any way.

38—Payment was made weekly. Destitute people who had no means of supporting themselves during the first week were fed at the kitchens till the first payment of wages became due. I think more frequent payments are impracticable. Once they are started with a week's pay in their pocket, workers do very well without more frequent payment.

39—*vide* last answer.

40 to 45—For the Public Works Department.

46—Under the Collector's orders, who watched the use of different grains at different times. According to the season wages were fixed on the price of white jowári (second sort), yellow jowári, and báji. Small variations in prices were neglected.

47—Mostly for the Public Works Department. As soon as a work was opened a Special Civil Officer was appointed, he was told to go there, start a kitchen for children and dependants, admit and classify new arrivals and draft them on to the work or send them to the kitchen as the case might be, protect the water-supply and attend to the sanitation of the camps. The District Medical Officer was informed of the opening of the work, and under the orders of the Sanitary Commissioner he posted a Medical Officer to it. The Executive Engineer was asked to run up quarters for the Special Civil Officer, the Medical Officer, the kitchen and the hospital, butting for the workers he looked after himself. There was never any real difficulty, and things worked very smoothly on the whole.

48—Tasks were increased or reduced by the Superintending Engineer. Wages were controlled by the Collector, subject to the orders of the Commissioner. I think it was expected that the Collector should, as far as possible, do nothing without previous sanction, but he was allowed much discretion, and when he acted in anticipation of sanction he was supported in his action. For instance, I cut down the minimum wage by 25 per cent on my own responsibility, finding so many deliberate idlers on the works, and my action was confirmed.

51—No such arrangements were made.

52 to 59—A very small part. They were not attempted till the cultivating season was in full swing, the idea being to support in their own villages people cultivating their own land, who, until a crop should have been raised, had no means of subsistence. Repairs to village roads, cutting and burning of prickly-pear in village sites, repairs to a few chávdís and dharmashálas, and the extension of the dam of a water reservoir at Karm la town were the works selected for execution. They were conducted under the supervision of the Civil agency by direct management, as we could not trust either village officers or non officials to supervise them properly.

The Circle Inspectors and Relief Head Kárkuns inspected them regularly on their rounds, and the Mamlatdárs did so also as they found time. As a matter of fact we found that effective supervision was impossible except at Karmála, where the work went on under the eye of the Mamlatdár. The Code task work system was employed, and a special reduced scale of wages was paid in consideration of the people being employed at their homes. The orders were that none but poor land-holders should be employed. This was all carried out well at Karmála, but not at the other works, I fear. It was reported to me that the kárkuns in charge were swindling the workers, and that professional labourers were being employed, while the low scale of wages did not attract people from the large works. So after a fair trial I stopped these small village works, and my opinion is that they do not answer. I would prefer to put on the dole all poor land-owners who require support near their fields during the cultivating season.

60—There are very few aboriginal tribes in this district. The Káikadís and the Phánsepardís, habitual criminals, were unwilling to go on works, and a certain amount of compulsion was applied to take them there and keep them under surveillance to prevent them roaming about committing thefts. The measures taken were very successful as their lives were preserved, while crime was kept down to a remarkable extent.

61—No forest or fodder works were opened in this district, but fodder was imported from the Konkan forests. Its sale and advance as *tagái* to distressed agriculturists was managed by the Collector. It was not very good grass, being very dry, hollow and brittle. I think it was cut too late, the cattle of this district did not relish it or thrive on it, but still it was the best obtainable and a long way better than nothing, and it came in very useful during the hot weather. To encourage the rayats to take it I sold it at a very low price, Rs 2 per 1,000 lbs, and I disposed of a very large quantity and could have sold more. The difference between the Government price and my special reduced price I made up out of the Charitable Fund. It came to about Rs. 12,000.

62—No

63—Special measures were taken by me for the relief of weavers, not at Government expense, but with the aid of the Charitable Fund, in Sholápur, Bérsi, Karmala and Sáugola, and in some villages of the Mádhá Táluka. These people showed the greatest reluctance to go to relief works and in my opinion they are really physically unfit for earth-work and stone-breaking. Their in-door sedentary life keeps them always so weak that they cannot stand exposure and hard manual labour. With the means at my disposal I could organize special relief for a portion only of this class, but the results leave no doubt in my mind that it could be done for the whole of the community by Government with the best results. The experiment in Sholápur was on a large scale—the largest, I believe, that has been hitherto attempted. I worked it with the aid of the Secretary to the Municipality and two non official Municipal Commissioners interested in the weaving industry. Three weaving sheds were started for the most destitute, and work was given in their own homes to the better class. Besides this advances were made on approved security to other artisans on the same principle as *tagái* loans to agriculturists. Thousands of these people have in this way been supported for many months. About Rs 30,000 of the Charitable Fund money has been invested in this undertaking, and I do not think that when the accounts are made up the total cost will come to more than Rs 5,000. The yarn advanced and wages paid to the weavers will nearly all be got back in the shape of the finished article, while the advances made to the other artisans will be recovered in full when better times return. I hope eventually to found a sort of Industrial Bank, managed by the Municipality, to deliver these artisans out of the hands of the money-lenders who exploit them so unmercifully at present. The sum in hand at the close of the operations will be amply sufficient to make a good start. The whole experiment has really been extremely interesting and satisfactory.

66 and 67—*Fide* 61. All forest lands except such as were specially closed for reproduction were thrown open for free grazing of all animals except sheep and goats. The concession was not, however, allowed to professional graziers. This and the supply of Government fodder no doubt saved the lives of many cattle, the total mortality being only about 11 per cent. The surplus fodder from the good harvest of 1898, however, also helped a good deal to bring about this comparatively favourable result.

68—During the inevitable short delay in opening kitchens on large works dependants were relieved in cash, but thereafter always by cooked food. On small village works they were given raw grain as on village dole.

69—Cooked food on large relief works, because it was thought that relief in cash to dependants made the works too attractive. Raw grain elsewhere, because the multiplication of kitchens was considered undesirable as involving expensive establishment, requiring extra supervision, and even so affording constant opportunities for fraud.

70 — The distribution of village relief was confined to the classes mentioned, the only instances in which it was occasionally extended being those of respectable people, unaccustomed and unable to work, and who would sooner have died than gone to a relief work, and the minimum number of village menial servants required for the performance of village work. Paidáhuishin women were relieved from the Charitable Fund because it was found impracticable to get any work from them in return for assistance. Recipients of gratuitous relief were selected in Sholápur by the Huzur Deputy Collector, assisted by a committee of Native gentlemen in other towns by the Mámlatdár, in villages by the village officers, the Circle Inspectors and the Relief Head Kárkuns, supervised by the Mámlatdár, the Special Famine Relief Officer and the District officers. The tests adopted for admission to gratuitous relief were those laid down in the present Famine Code.

71 — There were three poor-houses in this district at the three chief towns of Sholápur, Bársi and Pandharpur. They were opened the first in February, the second in March, and the third in April. Mhárs and Mángs formed the greater part of the inmates, then Maráthás, and then Mahomedans. The numbers were rather large about the middle of July, being 2,360 at Sholápur, 2,697 at Bársi and 1,168 at Pandharpur.

72 — Yes; the plan adopted was to send there all vagrants found wandering and begging about streets, and when sufficient number had been collected, draft them under police escort to a relief work at some distance. Those that were brought in an emaciated condition were kept and fed up till they were fit to work, when they were included in the next draft. No applicants were refused admission, but all fit to work were drafted as soon as possible. Persons who refused to work on relief works were not sent to poor-houses as a punishment. They were let alone till they showed signs of emaciation, when they were taken into the kitchen, but turned out again when fit to work with an exhortation to do so. Immigrants were periodically got rid of by sending word of their presence to the authorities of the territory they came from, who arranged to remove them. The greater part of these people were from Hyderabad.

74 — Before the rains broke 16 kitchens were opened, and 2 subsequently. They were primarily intended for the works on which they were located, but I had as many recipients of village dole as could walk the distance sent there from villages within a radius of eight miles from each kitchen.

75 — The Code ration was provided, food was distributed as a rule twice daily and at fixed times, the people were compelled to feed on the premises and not allowed to take food away.

76. — There were no separate kitchens.

77 — Admission to kitchens was restricted to the dependants of workers, viz., adults unable to work, children above eight unable to work, and all children below eight. There were also some dole recipients from villages, as stated above.

74 (a) — The poor-house ration was the ration laid down by the Code. It was of second sort white jowári, yellow jowári and báji, according to the time of year. Sick and weakly people were given the hospital ration, supplemented by little comforts from the Charitable Fund.

75 (a) — The village officers drew up the village gratuitous relief lists in the first instance, and these were checked every week by Circle Inspectors, and frequently by



the Relief Head Kárkuns, the Mámlatdárs, the Special Relief Officers, and the District officers. The recipients were at each inspection paraded and compared with the lists.

76 (a) —Payment was daily made at the chávdi or a shop, except in the case of respectable distressed people to whom it was given at their homes. It was made in grain.

77 (a) —*Vide* 70

78 —The higher castes were selected as cooks so as to suit the requirements of each kitchen, and so well was this arranged that no reluctance to take cooked food was exhibited by any class at any stage.

79 —The Special Civil Officer was in charge of the kitchen at each work. The Collector, the Sub-divisional Officers, the Special Famine Officers and the Mámlatdárs all inspected the kitchens, and the Accountant General sent round a special auditor to overhaul the accounts. Three big frauds were discovered by the District officers, and the examples made of the guilty parties had a very good effect in checking malpractices.

80 —Three cheap grain shops were opened at Sholápur, two by private gentlemen and one by public subscription. They were managed by committees of Native gentlemen, and were utilised as a means of relief to the respectable poor. Admission was by tickets, and these were distributed, after personal enquiry, to distressed people earning an honest living. The system was very successfully worked. I have not the figures of the two private shops, but in the third one which was carried on under my own supervision and that of my Huzur Deputy, assisted by a non-official committee, the result of a year's working was that we sold Rs 50,000 of grain, giving  $1\frac{1}{2}$  lbs per rupee more than the market rate, and the total cost came to Rs 5,000. This form of relief was very much appreciated.

81 —These shops did not at all discourage the importation of grain, nor did they affect general prices.

82 —Land revenue was suspended to the extent of Rs 228,000 out of a total demand of Rs 11,68,000, or 20 per cent. No remissions were granted.

83 —Suspensions were not based solely on the failure of crops. The general capacity of the individual to pay was also taken into account. That was determined by Sub-divisional Officers on information supplied by Mámlatdárs, whose own knowledge was assisted by the reports of Circle Inspectors and village officers.

84 —Suspensions were determined after the collection of the revenue began.

85 —There are no zamindari tracts in this district.

86 —I think that some at least of the suspended revenue ought to be remitted outright in consideration of the fact that this district has suffered from famine three times in five years. We are in the middle of the third famine as I write.

87 —The number of persons on relief of all kinds at one time amounted to nearly 24 per cent of the total population. I attribute this mainly to the exhaustion of the people's resources by the severe famine of 1896-97, from which they had no sooner begun to recover than after only one year's interval down came this second equally severe famine on them, to be followed without any interval at all by a third. No peasantry in the world could stand against such a succession of calamities.

88—I do not think that relief has been excessive or defective. I believe it has been just about what was wanted. If at any time it was defective it was so just at the start, when such a large and sudden rush to works set in that our resources in the way of establishment and tools were insufficient to meet the demands upon them. But this was all put right in a very short time, while during the interval destitute applicants for work, to whom for the moment we could give none, received dole to keep them in condition.

89—The majority of the people in receipt of relief were Mhārs and Māngs, the low-caste labourers, then Marāthas, mostly labourers, but many also land-holders, then Mahomedans, mostly labourers. It is hard to say, but I should think that about 10 per cent belonged to the classes of land-holders named in the question.

90—I have practically no experience of former famines, but those who know tell me that the people are more ready to come on works than they used to be. This arises from greater familiarity with the idea and the exhaustion of other resources by repeated calamities.

91—There was an almost universal contraction of private credit. The money-lenders stopped almost all advances to agriculturists and artisans alike. This reduced the weavers to destitution at once, because these people mostly live from hand to mouth solely by means of advances from the sāvkhās who finance their industry and take nearly all the profits of it. The petty cultivators were in almost as bad a plight. I do think that a great number of people who came on the works had a little something of their own, and used State relief to make that out. But whatever it was it was very little, and could not by itself have lasted them many days. I do not see how this can be helped as there are few, if any, of the poorer classes left who think it dishonourable to accept State relief.

92—I should like to see a much severer distance test imposed. I am sure that that would prevent many persons not in real urgent need of relief from coming to works. The difficulty of course is to find out where people really come from, as they give wrong names of villages directly they think you have some object in asking. But by a judicious system of drafting to a distance carried out by exchange of large batches between different works much can be done to get rid of undeserving recipients of relief.

94—On relief works the Public Works Department Officer in charge, the Special Civil Officer and the Hospital Assistant record the births and deaths. One or other of them gets to know of every such occurrence. In Municipal towns the Municipality registers them, in other towns and villages the pāṭl and kulkārī. The registration is, I consider, very fairly accurate.

95 to 97—More for the Medical Department, but I may say that on all works there has been pure and abundant water-supply, special attention having been paid to this all along. Peimanganate has been regularly used. At each work, poor-house and kitchen a special staff of scavengers has been entertained from among the workers and inmates, supervised by the Public Works Department Officer in charge, Superintendent, or Special Civil Officer and every inspecting officer, from the Collector downwards, and specially the District Medical Officer has paid particular attention to the cleanliness of the camps and latrines. The arrangements have been quite satisfactory.

98—The Special Civil Officer has regularly inspected the grain shops on each work. Occasionally inferior or unwholesome grain has been discovered. It has been destroyed, and the vendor turned out of the bazar.

99—The people used wild products to supplement their food only to a very limited extent, because there were very few obtainable. There was no appreciable effect on their health

100—There was a good deal of immigration from Native States, mostly from Hyderabad, on to the works near the frontier. At one time the influx into Bārsī Tāluka from the surrounding territory of His Highness the Nizām assumed very serious proportions, and to check it we had to close admission to all works in that sub division of the district and direct applicants to works 25 miles to the south. This had the desired effect. It is impossible to say what proportion immigrants bore to the number relieved, because they were mostly sharp enough to give the names of British villages. If I had to make a guess I should say 5 per cent

101—It is impossible to state the mortality among immigrants, but as many of them struggled across the frontier in a very reduced condition, some absolutely dying, it is safe to say that their deaths greatly swelled the mortality returns for the whole district

102—The greater number of the orphans have been made over to the American Mission, no friends or caste people having as a rule claimed any, and no native institution receiving any save the Orphanage at Pandharpur, which took twenty in consideration of a donation of Rs 2,000 from the Charitable Fund. The Mission has now about 500 orphans from this district and the neighbouring Hyderabad territory

103—No, I think that the objects and management of the Charitable Fund are all that could be desired

104—During the first period of the famine I heard several complaints of the inability of the G. I. P. Railway to cope with the export of food to Gujarat

104 (a)—All station masters sent this office weekly reports of the exports and imports of food-grains. There is no river traffic, and the imports and exports by road are insignificant. The statistics were reliable. About 29 per cent of the assumed consumption of the people was imported

105—No such complaints were heard

106—There has been no change in the character of cultivation or crops of late years

107—In the villages wages are still paid in grain. There is no tendency to substitute cash wages. These latter have not risen in sympathy with the rise in prices

108—The only departures from the Famine Code that I think worth noticing were in respect of the staff employed which was neither so numerous nor of such a high class as the Code orders. I think there ought to have been a Special Relief Officer belonging to the Staff Corps for each taluka. There have never been more than three. Of course military requirements made it difficult to spare others. Then the Special Civil Officers have not been of the class contemplated by Section 90—"Magistrates with summary powers". This phrase implies officers of rank not lower than a Deputy Collector or senior Māmlatdār, and my experience tells me that officers of lower rank are not fit to be trusted in positions of such power, and responsibility, and temptation. Our Special Civil Officers have been taken from the clerical staff with corresponding lower pay, and they have not proved equal to their duty. If officers of the grade contemplated by the Code had been appointed there would not have been one-tenth part of the extensive frauds that have been carried out at so many works and

kitchens To my mind this is the great administrative lesson of the famine You cannot run huge businesses with cheap agency and expect to escape robbery

109—As I have said above, a few officers of the Staff Corps were employed as Special Relief Officers They were most useful and did admirable work I only wished for more of them Some non-commissioned officers of the Native Army were also employed in minor posts of supervision on works, and did very good service I cannot suggest any other source from which supervising officers could be drawn Postal officials, school-masters, and such-like proved of little use

110—Non-official agency was hardly employed at all, because it could not be obtained to any useful extent The people here have not much public spirit, they talk a great deal but do very little I tried to enlist the services of several leading gentlemen, but with little avail save in very few instances The American Mission stood alone as a non-official agency engaged in relief work of its own It rendered great services to the poor of Sholapur City and the neighbourhood

111—I cannot give exact figures at such short notice, but I may say generally that we never found any of the changes indicated have any marked effect on the death-rate which has been varied to any considerable extent only by outbreaks of disease On the whole, the health of the workers and their dependants has all through been remarkably good, and there has never been any really alarming mortality The experiment of changing the Code task for payment by results always led to a reduction of the numbers Changes in the task, which were never great, did not make much difference Nor did alteration in the scale of wages owing to different kinds of grain being selected as the basis of calculation have much result beyond a plentiful crop of grumbles from the workers, who found their pay reduced in accordance with the cheaper price of the substituted grain Firing has had no noticeable effect on numbers, death rate, or condition of the people, yet it has been properly severe The most marked effect on numbers has been caused by long drafting on the occasion of closing a work, when workers have been sent *en masse* to another at some considerable distance We always found that this reduced the number by about one-half on account of the unwillingness of the people to leave the vicinity of their homes However no disorganisation or wandering resulted In fact, there has been very little of either all along

112—My experience does not tell me that the massing of people on large works tends to produce any of the evils suggested In my belief it does not make any difference to the people at all They go back to their villages and take up the old life just precisely as before, and all the old ties, social and moral, remain in full force

A F MACONCHIE, I.C.S.,

Collector of Sholapur.

Sholapur, 12th January 1901.



MR B. P MILSOM, RELIEF EXECUTIVE ENGINEER, SHOLAPUR.

*The President* —When did you join the Sholapur district?

A —On the 1st of January 1900

Q —When you joined did you find the Public Works relief works in operation throughout the district?

A —Throughout the part that I was in charge of

Q —What part of the district was that?

A —South of the G I P Railway

Q —Had another Executive Engineer charge of the remainder of the district?

A —Yes

Q —How many large works had you in your charge?

A —Three

Q —On these works how many labourers had you?

A —Speaking from memory I suppose I may have had between 50,000 and 60,000

Q —On an average on each work you had about 20,000 labourers?

A —No, some had much larger numbers than others, on one work, for instance, we had only 5,000

Q —Who was in charge of the work What stamp of officer had you in charge of the Budihal Tank?

A —An Assistant Engineer.

Q —Was he a European or Native?

A —European

Q —What establishment had you under him?

A —It varied from time to time, I had a subdivisional officer, 2 or 3 sub-overseers and some 10 *mistri* I would have had more if I could have got them At the time of the greatest pressure it was very difficult to get them

Q —Was the *mistri* a clerk?

A —No, very often he could hardly read or write

Q —Was he a Public Works subordinate?

A —Yes, invariably

Q —In the case of the Public Works *mistri*, do you not insist upon the man being able to read and write?

A —Not necessarily

Q —Then how does he get his measurements?

A —He can read plans

Q —And carry them in his head? How can he measure, etc?

A —That is done by a *mistri* who can read and write vernacular.

Q —You did not get as many of these *mistri*s as you would have liked?

A —Not by half.

Q —Had you great difficulty in getting your staff?

A —Yes, great difficulty in getting *mistri*s and sub-overseers

Q —In the time of great pressure did you advertise for these men?

A —No I applied to the Superintending Engineer to see if he had any on his list

Q —How much did you pay the *mistri*?

A —Rs. 18 to Rs 20

Q —Was there a public advertisement issued in the newspapers to say that you wanted these men?

A —Not that I am aware of

Q —The result of your difficulties in the matter of establishment was that nothing like daily measurement or daily payments was possible?

A —I do not think with that number of people it would have been possible on any work

Q —Elsewhere it has been found possible with a larger staff?

A —It may be possible with an abnormal establishment I do not know what establishment was employed in other places

Q —With reference to your reply to question 26 would it not have been possible to advertise for a number of young graduates to act as officers in charge of the works Without any outdoor knowledge?

A —Yes, I should not have thought of trying them.

Q —They did very good work elsewhere?

A —I think that certain outdoor experience is absolutely necessary

Q —You had your Public Works overseer, your *mistri*, your *larkun* and your *mukaddam*?

A —Yes

Q —Then side by side you had a Civil organization which dealt with the sanitary arrangements?

A —I did not look to that. On this particular work, a tank, there was an Assistant Engineer in charge

Q —And the Special Civil Officer?

A —He was under him too.

Q—Was that Special Civil Officer placed by Government at your disposal?

A—Not officially, but it was quite understood between us that he had to obey my orders

Q—Had you power to transfer him from one work to another?

A—No

Q—Do you think that you should have had that power?

A—It was not necessary. If I had wanted to transfer him I had only to write a note to the Collector

Q—Did that also apply to the Hospital Assistant?

A—Yes. If I had wanted to transfer him I could have written to the District Medical Officer

Q—Had your Special Civil Officer power to look into the method of measurement or into the method of paying wages and so on?

A—I myself looked into that. He had nothing to do with that

Q—If he thought any thing was going wrong could he not take action to put it right?

A—No

Q—Was there any system of village works in your district with which you were connected?

A—No

Q—Did you ever have an outbreak of cholera on your work?

A—Yes, not very bad, it broke out on two large works

Q—How did you deal with it?

A—We shifted our camps and isolated all the cases

Q—Your system of payment was the Code task system with minimum wage?

A—Yes

Q—What was your minimum wage?

A—Twelve *chhataks*

Q—Did you find the tendency of people on your work to be satisfied with the minimum wage?

A—Yes

Q—That led you to reduce the minimum below 12 *chhataks*?

A—Yes

Q—Did you pay these people wages while they were sitting on the works and doing nothing?

A—Yes

Q—To what was the minimum reduced?

A—Nine *chhataks*

Q—Did you find any tendency to be content with 9 *chhataks*?

A—Yes, a great tendency

Q—Did you find that 9 *chhataks* stimulated them at all to work?

A—It did a little

Q—Was the penal wage introduced with regard to dependants also?

A—No, not dependants, only able-bodied persons

Q—What proportion of 19 *chhataks* did a digger under your control receive?

A—I do not think there were 10 per cent on full wages, and the balance got some thing less, 25 per cent got the penal minimum and the rest got the code minimum

Q—Would that hold good as regards carriers?

A—Perhaps there were a few more carriers who got full wages

Q—On these reduced wages did they keep good health?

A—Yes

Q—You had to send very few men to the hospital?

A—Very few

Q—Were these people steady in their attendance on your work?

A—They were very steady. On the whole they were very quiet and steady.

Q—Was there any deterioration in their physical condition?

A—Not that I could see

Q—Do you draw the inference that the Code maximum of 19 and 15 *chhataks* was too high?

A—I think it was decidedly

Q—Have you had any experience of the payment by results system?

A—Yes, on two works

Q—At what time of the year?

A—Just after the rains broke. I got the Collector's sanction and started payment by results or what you call the intermediate system. I only paid able-bodied people according to the result of their work. I paid nominal wages for nominal work and the dependants were fed in kitchens

Q—What opinion have you formed of the utility of the system of payment by results?

A—I think it is infinitely better than the Code task system

Q—If payment by results had been introduced in the early stage of the works under your control, when people were in good condition, do you think you could have continued it right through the famine?

A—With an allowance for dependants, yes.

Q.—That is the modified intermediate system ?

A.—Yes

Q.—You are of opinion that a good deal can be done in the Sholapur District in the way of making irrigation wells and irrigation tanks?

A.—I do not know about tanks, I know about wells. I have not studied the country enough to give an opinion about tanks.

Q.—Is there sufficient opening for wells to give employment to a sufficient number of people, if they were undertaken as relief works?

A.—There is, but it would be very difficult to supervise

Q.—Do you think that it is possible to trust to the local non-official agency for that?

A.—Yes, if you hold the man, who has to take advantage of the well, responsible for looking after the work

Q.—Do you think that in a particular village where you have one thousand acres of cultivation, and it is thought desirable to excavate 200 wells, that you can trust the work to the village community?

A.—I should feel inclined to make the owner of the well or one who is to take advantage of the well look after it

Q.—Are there not men in your villages who pay Rs. 400 or Rs. 500 as Government revenue? Could they not look after the wells?

A.—Yes, they might look after the wells

Q.—Do you think it would be good to have wells made as famine relief works?

A.—I do

Q.—It would be productive expenditure?

A.—Yes

Q.—Although Government would not directly get the advantage?

A.—Yes





*Answers by Mr B P Milsom, Relief Executive Engineer, Sholapur District, to the questions drawn up by the Famine Commission*

1 to 13 I cannot answer.

14 I believe that Irrigation wells can be made in that portion of the Sholapur District in which I have been employed on Famine duty for the past year this portion is roughly speaking that lying to the south of the G I P Railway Many such wells already exist and many more might be dug with, in my opinion, the greatest advantage.

The Collector of the District, Mr A F Macdonald, C S, endeavoured to do as much as possible in this direction, but apparently Government found difficulty in some way as to the manner in which the individuals benefited should pay the cost or a portion of it

If this difficulty could be got over I am very strongly of opinion that the digging of wells is one of the very best ways of employing Famine labour as the work done would be of a lasting benefit to the country and the people

The depth at which water is found of course varies, but on an average from 20 to 25 feet below ground level

If some arrangement could be devised by which in case an individual could not afford to pay the cost of a well, either at the time or afterwards, he should pay rent for it I am convinced that much more good would be done than by large expenditure in metal-breaking for roads which, so far as I can see, in many cases will never be used at all

15 and 16 I cannot answer

17 For a short time on two of my works payments to able-bodied workers were made strictly in proportion to results During that time there was a maximum but no minimum wage, no rest-day allowance, or allowance to dependents, but as to this latter, allowance to dependents, it is probable, as only a portion of the people were being paid according to results, that many of the persons really dependent on those so paid, got wages separately as belonging to workers who were being paid daily wages

18 and 19. I cannot answer

20 Since I joined in January 1900 the works have been under the control of the Public Works Department I cannot say whether the scale of establishment had been prescribed in advance, but throughout there has been a considerable difficulty in obtaining sufficient subordinate supervision There was no delay in opening any of the works, and Tools and Plant such as was needed was always available

21 Estimates were formed of the maximum numbers that could be accommodated on the various works, and that maximum was never exceeded. Had it been, there were other works ready to open.

22 Each charge had its own establishment, which however varied from time to time as persons were available and others had to be got rid of for inefficiency or misconduct. The changes have been so numerous that it would be practically impossible to give details in such a report as this.

A large depôt of hutting materials was formed at Báisi Road and on this Sub-Divisional Officers indented according to their requirements.

A proportion of the workers on each work was set apart for conveyance and sanitation.

As to water-supply in most instances there has been no difficulty, shallow wells having been dug by the workers themselves in the beds of streams. On some road works the supply had to be drawn from existing wells, and in such cases an arrangement was made with the owners of the wells that if the supply failed owing to extra consumption the wells would be deepened by famine labour, and this was done in many instances.

As to food supply no difficulty was experienced anywhere, as in every instance more Bunnials than were required even were found only too willing to set up shops on the various works.

There has been a District Medical Officer nearly all the time and the supply of medical conveniences has always been ample.

23 Admission to the works has always been free except that at times when a number of workers had been drafted from one work to another, local admission was stopped, any persons seeking work being sent to that work to which the draft had been sent. In this way by drafting from one work to another a distance test was employed.

Residence on the works was not at all times rigidly insisted on in the case of persons residing in the villages close by, but since the recrudescence of famine in this district residence on works is being strictly enforced.

24. So far as I can judge, facts differed very widely. I have had three works going on, each of them employing over 10,000 people, and two of them at one time had nearly 20,000 each or over 20,000, including non-workers—one a tank or a concentrated work, and the other a length of nearly 40 miles of road. I have found people on works stating that their homes were 60 or 70 miles away and in other cases people of a village within 20 miles of a work have come to me saying that they wanted work but could not go so far. In my opinion it is hardship to expect a large work to serve for a radius of 20 miles all round it.

25 I have been under dual control in matters professional, under the Superintending Engineer, Central Division, and in all else, under the Collector of the District, and so far as I am able to judge the system has worked well.

26 There has been a Special Civil Officer for each charge, appointed by the Collector, usually men from the Mámílatdáis' offices, drawing, I suppose, on the average about R95 a month, in all cases he has been Subordinate to the Public Works Department Officer or subordinate in charge of the sub-division. In some instances there has been some friction as the Special Civil Officers get some orders and instructions direct from the Collector, and whether from this reason or some other have endeavoured to look upon themselves as not being under the orders of the Public Works Department officials

Special Civil Officers have in no case, on the works under me, had anything to do with measurements of work. I have not the report of the Famine Commission of 1898, so cannot reply to the last portion of the question. I have wired to Bombay for a copy and when I get it I will, if possible, give the necessary information

27 As stated above in reply to the last question the Special Civil Officer has had nothing to do with tasks, they have been laid down from time to time by the Bombay Government Public Works Department and have been in all cases administered by the Public Works Sub-Divisional Officer in charge.

28 Gangs were constituted, as people applied for work, strength about 50 each under a Muccadam or gangman. Families and persons from the same village were ganged together as much as possible, to the great satisfaction of the workers

29 Classification has, in all cases, been made by the Special Civil Officer in accordance with the Famine Code.

30 I do not consider that any woman should be placed in Class I, below that class I think that no distinction should be made between men and women, but that each should be paid in proportion to the work done

31 New-comers unaccustomed to the work, they had to do, were not rigidly tasked for the first fortnight, after that they were

As already stated on two of my works for a short period, the Code task system and a system of payment by results was in force, the latter only in the case of workers who were able-bodied and they, as far as could be ascertained, liked it better than the Code task system.

32 I am sure that any general system of payment entirely by results is unsuited to the conditions of acute distress. Some of the people seeking relief could be treated in this way, but in my experience there are always a certain few who do not come to work until they are below par and for them such a system would not do

33 As already observed tasks have been laid down from time to time by the Bombay Government and in practice these tasks have been leniently exacted for the first two weeks, but after that rigidly only in this way was any allowance made for the distance workers had come. Any changes in tasks have, so far as I am aware, been in the direction of greater leniency and have been decided

on by the Bombay Government after consulting all its local officials. Any changes that were made were introduced generally.

34 It is a most difficult question, but on the whole, considering the numbers of the people who did not attempt to perform their task were apparently quite content to earn the minimum or for the matter the penal minimum. I cannot but think that, on the whole, the scale of wages is, if anything, inclined to be unduly liberal. I do not think the workers saved on their earnings or tried to do so. I believe the copper coin returned freely to the Bunnials on the works, but have actually no precise data to go on.

35 Rest-day wage was always given except in the case of those who were paid strictly on results. I am certain the able-bodied workers could, if they liked, earn enough in the six working days to support themselves on the rest-day and I much prefer that such a system should be enforced.

36 I consider that fining down to the penal minimum should be strictly enforced in the case of all able-bodied labourers.

37 The minimum wage was allowed at the outset, but was not very rigidly enforced. As soon as I was given power to inflict a penal minimum, I issued strict orders for it to be rigidly enforced on all able-bodied workers. In many cases people appeared quite content to do little or no work and simply get the penal minimum. I can only suppose that, it was because, they had some means of sustenance and in no case have I observed a case in which the fining to the penal minimum had any bad effect on the physical condition of the workers.

38 Weekly under ordinary conditions I do not consider more frequent payments desirable or necessary.

39 In some cases new comers were paid daily for a time, but in many instances people coming newly to work had friends or relations already there and settled down to the weekly payments at once quite contentedly.

40 Except in the case of payments by results, payment was always made to the individual and this, I think, is preferable, in all cases of payments by daily wage. In the case of payments by results the money due was paid to the headman of the gang, by him distributed to each individual in the presence of the paying officer.

41 At the time of greatest pressure in the latter half of June—

Buddihal Tank	.	.	19,943 workers
(a) Full wage	.	2,037	or 10 per cent.
(b) Penal wage	.	2,442	or 12½ do
(c) Wage between full and penal	.	15,464	or 77½ do
		<hr/>	<hr/>
		19,943	100

Blamburda Tank	.	.	16,640	workers
(a) Full wage	.		<i>Nil</i>	
(b) Penal wage	.	1,942	or 11½	per cent
(c) Wage between full and penal		14,698	or 88½	do
		<hr/>	<hr/>	
		16,640	100	
Poona-Hyderabad Road			18,398	workers
(a) Full wage	.	3,083	or 16 8	per cent
(b) Penal wage	.	2,336	or 12 7	do
(c) Wage between full and penal		12,974	or 70 5	do
		<hr/>	<hr/>	
		18,398	100	

I do not think the infliction of the penal minimum wage drove people off the works

42 I cannot answer fully without the report of the Famine Commission of 1898

Able-bodied labourers were formed into gangs under self-elected headmen, and at the end of the week the money earned was paid to this headman, and by him at once distributed to each member of the gang in the presence of the paying officer

43 The maximum wage was the maximum as laid down in the Famine Code Those persons who were considered not to be able-bodied were paid task work rates with the Code and penal minimum wage

Piece-work at 'favourable rates' I have had no experience of

44 No contractors were at any time employed except for the supply of hutting material and such like

45 Muster rolls were kept up

46 Under orders from the Collector of the district wages have been calculated on the price of the cheapest grain to the nearest price

47 On its being found necessary to open a new relief work the best available Public Works Department Subordinate was selected from some other work to take charge of it The Collector appointed a Special Civil Officer who admitted and classified labourers and arranged to feed dependents in the kitchen A stock of tools was kept at Bāsi Road Dépôt, from which the requisite number of tools was indented for Work was marked out and measured up by the Public Works Officer or Subordinate in charge who also imposed all fines according to the rules laid down Cashiers were arranged for, for making payments and practically there was no difficulty in getting as many as were ever required and the District Medical Officer, on intimation that a certain work was to be opened, arranged for hospital requirements The conservation of water-supply was arranged for by the Public Works Officer or Subordinate in charge under the general orders in force

48 The Local Government has from time to time issued orders regarding tasks and wages. I am not aware whether the Collector or Commissioner had any authority to issue orders independently.

No instance of any thing of the kind occurred on the works under my charge.

49 No such draftings were made from the works under my charge

50 to 58. I cannot answer.

59 to 66. I cannot answer.

67. (a) On large works dependents were relieved with cooked food

67 (b) I have no experience

68 to 71 I cannot answer

72 Periodically persons from poor-houses were drafted to the nearest work, but in the great majority of instances very few of the people so drafted remained long on the work

73 I cannot answer fully Kitchens were supposed to serve a radius of from 5 to 8 miles

74. Rations were provided in accordance with the provisions of the Famine Code and were distributed twice daily at fixed times Persons were not invariably compelled to consume their food in the kitchen enclosure.

75. Five miles so far as I am aware in no case was a civil kitchen opened within 12 or 13 miles of a relief work in that part of the district in which I have been employed.

76 Admission was absolutely free

77. Have not had charge of any poor-house

78 to 84 I cannot answer

85 to 89 I cannot answer

90 Does not apply to me, but I believe that at the time of greatest pressure considerably more than 15 per cent of the population of the district was on relief works

91 I do not consider that at any time relief was either excessive or defective.

92 Generally speaking to the lower classes as to State riyots, etc, I have no information to reply.

93 I have had no experience of former famines, but so far as this one is concerned, I am quite convinced that a large number of people joined the different works, whilst they still had a considerable amount of means in hand.

94 I do not think that many of the people who came to the works had any reluctance to accept State relief, whilst they were in a position to maintain themselves

95. I cannot imagine that any tests can be devised to prevent persons not really in need of relief seeking it I am convinced that a very large number of such persons have been employed on the works under my charge.

96 I cannot suggest any better method

97 The number of births and deaths was returned in the weekly forms.

98 Where mortality has been above the normal, it has usually been on account of cholera or some epidemic disease

99. I do not think there has been any case on works, under my charge, in which increased mortality has been caused by impure or insufficient water-supply. On one or two occasions wells have been treated with permanganate of potash.

100 (a) and (c) Sites have been selected for trench latrines at convenient spots, and gangs of sweepers from the relief works have been employed to look after them. Village Police and Rakhwaddas were employed to compel the people to use these latrines, and a few sweepers were also employed to clean up, after any persons, who had eluded the vigilance of Village Police, etc., and eased themselves at other than the authorized latrines. These arrangements have proved sufficient, the whole of the sanitary gangs, latrines, etc., were constantly supervised by the Sub-Divisional Officer, the Special Civil Officer, and the Hospital Assistant. There has been a tendency on some works to employ too many people on conservancy.

101 Grain shops on works were regularly inspected. Only very rarely was it found that inferior grain or grain that was considered to be unwholesome, was being offered for sale. In such cases the offending Bunniah was turned out of the Camp Bazar.

102 I do not think relief workers consumed wild products to any considerable extent and I never heard of such consumption affecting their health.

103 At one time early in 1900 there was, on some works, considerable immigration from Native States—principally Hyderabad. The proportion to the total numbers was never large, not more than 1 or 2 per cent. I should think.

104 I do not think there was any marked difference in the mortality of immigrants as compared with others on works.

104 (a). The famine is not over yet in these parts. Some orphans have been adopted by caste fellows and some have been sent to the Missionaries in Sholapur.

105 I cannot answer without 1898 report.

106 I heard no complaints and do not think that there were any defects in Railway carriage.

107 I cannot answer.

108 I did hear complaints 4th or 5th hand, but I do not think there was much in them, so far as I could judge.

109 and 110 I cannot answer.

111 So far as I am aware, none of the provisions of the Famine Code have been departed from.

112 Several Staff Corps Officers have been employed under me and were of great use.

I have also had at one time and another, about a dozen Native Commissioned and Non-Commissioned Officers, who also, for the most part, proved useful.

I have also had two Post Office men, one of whom was quite useless, but the other was very active.



I can suggest no other source from which supervising officers can be drawn

113 No non-official agency was made use of on my works.

114 On two of my works for a short period (about two weeks), a system of payments by results to able-bodied persons was introduced. On one, Budhihal Tank, the people seemed to like it; it caused no diminution in numbers, and no increase in the death-rate. On the other work, Bhamburda Tank, just as the new system was introduced, people began to leave the work in large numbers, but as they still continued to do so after the system was changed back to task work and daily wages, it does not seem that the system was accountable, entirely at any rate, for the exodus.

So far as my experience goes (b) the task (c) the scale of wages, and (d) the mode of calculating fines seemed to have had no effect on either the number seeking relief or on the death-rate. On all works, numbers of people seemed quite content to do as little as possible or even nothing if they could manage it and get paid the penal minimum. The number so fined has differed widely on different works and at different times, but in no instance it has shown any effect on the death-rate.

As to (e) tests of necessity in many instances, with the approval of the Collector and the Superintending Engineer large bodies of workers have been drafted, from one work to another, distances of from 5 to 40 miles, and in every single case the result has been that very large numbers have left.

On one occasion 2,000 workers were drafted from the Poona-Hyderabad Road to the work on the Ashta Tank, distance about 5 miles only, and practically speaking the whole of them left the work altogether.

This was at the end of August 1900.

Again compulsory residence on works when rigidly insisted on appears to have the effect of making a certain number of people leave the works. It has so resulted in every instance in which it has been enforced.

I have not noticed, nor has it been reported to me at any time, that such changes led to disorganization or wandering.

115 I am afraid I know but little of the family life, social restraints or moral ties of the class of people who form the bulk of our relief workers, but such as my experience is, after living in the country for over 30 years, I cannot imagine that the massing of people on large works has any effect whatever.

B P MILSOM,

Relief Executive Engineer, Sholapur.

10th January 1901.

*Supplementary replies by Mr. B. P. Milsom, Relief Executive Engineer, Sholapur, to the questions drawn up by the Famine Commission.*

26.—On all works under me the Special Civil Officer has been subordinate to the Officer in charge of the sub-division, generally an individual immensely superior to the Special Civil Officer in social and official rank and education, though in some instances not. Still the duties of Special Civil Officers have been those enumerated at the end of paragraph 426 of Report of Famine Commission of 1898, only they have been carried out under the orders of the Public Works officer or Subordinate in charge of the sub-division.

29 — Practically speaking the classification of labourers and the wage scale was identical with that laid down in paragraph 445 of the Report of the Famine Commission of 1898, and in my opinion was found to act as well as possible.

42 — I have now read paragraphs 208 to 212 of the Report of the Famine Commission of 1898, and as my experience of payments by results has been so very limited, I do not think I am in a position to offer an opinion that is worth anything.

105 — I have no suggestions to make and can suggest no improvements in the management of the Fund.

B. P. MILSOM,

Relief Executive Engineer, Sholapur.



*The President*.—You were Superintending Engineer of the Northern Division during the famine?

A—Yes

Q—When did you join it?

A—In November 1899

Q—Were any relief works in progress when you joined the Northern Division?

A—Yes, several in Ahmedabad, a few in Broach, and they were just commenced in Kaira and the Panch Mahals

Q—Which was the most distressed district of these four or were all equally distressed?

A—I should say Broach was the most distressed because there was an absolute failure of the crops. In Ahmedabad there is a certain amount of cultivation possible by means of irrigation, but there was nearly complete failure, in Kaira similarly there is a good deal of well irrigation and in the Mahals in places they did get some *khari* crops, but the *rab* was an entire failure

Q—You hadn't charge of the actual execution of works in any of these Divisions. You exercised a general supervision?

A—Yes

Q—What were your official relations with the Commissioner of the Division?

A—I was consulted by him on several points

Q—Had you authority to order the commencement of works, to modify the character of the works, or to close works or alter the tasks and wages, independently of the Commissioner of the Division?

A—No, in every one of these respects I did not consider I was at liberty to act on my own initiative

Q—In regard to what matters did you act independently of the Commissioner?

A—In regard to such details of management as I thought required modification

Q—Would you illustrate that answer by giving one or two instances in which you exercised authority independently of the Commissioner?

A—I ordered that weakly persons on relief works should be formed into weakly gangs and separately mustered and be given normal rates of wages for low tasks

Q—You found, after personal inspection I presume, on some works there were certain persons whose physique did not enable them to earn proper wages on the system which prevailed on the works and consequently, having in view the main object of relief, *viz*, the preservation of health, you formed them into infirm gangs and you adjusted the tasks to their capacity to perform them and regulated the wages they were to receive?

A—Yes

Q—Can you give another instance in which you exercised independent control?

A—To a very large extent I indicated places where suitable works could be arranged for the supply of relief.

Q—Did you open these works without consultation with the Commissioner or Collector of the district?

A—Never

Q—That is to say you indicated to the Collector or Commissioner places when you thought labourers might be suitably employed?

A—Partly that and partly too I indicated to the Executive Engineers, where they might supply works to meet requirements

Q—Can you give some more instances? We have been told that the minimum wage in your Division was reduced under certain circumstances from 12 *chhataks* to 9. Did you ever order of your own motion the reduction of the minimum wage?

A—Never

Q—Would you consider that as falling within your functions?

A—No

Q—You would not consider any alteration in the rate of wages as falling within your functions?

A—No

Q—Would you consider any alteration in the tasks as falling within your functions?

A—To a certain extent, for instance I considered that the tasks we originally set were neither suitable nor logical, and I made revised task tables of my own which I submitted to Government through the Commissioner and they were eventually adopted

Q—Did you also send them through your Departmental superiors, or did you consider that the Commissioner was the sole channel through which you could act?

A—I think such a matter rested primarily with the Commissioner to recommend or otherwise to Government

Q—Had the Commissioner declined to forward your proposals to Government, would you have considered it your duty to ask him to forward them on?

A—If I thought the matter of sufficient weight I should have asked him to send them on to Government, with any remarks he chose to make

Q—The Superintending Engineer's Divisions do not always coincide with administrative divisions, they sometimes overlap, do they not?

A—No, ours were absolutely the same

Q—How many districts had you in your division?

A—Six—Thar, Surat, Broach, Kaira, Panch Mahals and Ahmedabad

Q—In each of these districts had you an Executive Engineer?

A—Yes

Q—The subordinates were not, I understand, given territorial jurisdiction, they were appointed according to the number and position of works?

A—We didn't maintain the previously arranged sub-divisions but arranged new ones to suit the grouping of the works.

Q—The Executive Engineer remained the chief authority in the district, and instead of having four subordinates he had perhaps eight and the *taluka* was split up into two and a subordinate placed in each?

A—I don't think it was done on that methodical system. It was done rather in connection with the works in operation, for instance, a subordinate might have charge of a large central work and have two or three smaller works surrounding it which he was required to supervise

Q—Did you get fairly good men professionally educated subordinates?

A—For *mistris* and sub-overseers and men of that description we were hard pushed, very much so

Q—You had in fact to go into the market and get what you could, sometimes professionally uneducated men?

A—Yes, for instance the measuring work had to be done by hundreds of people who had never had previous experience

Q—I suppose you collected these men and gave them a fortnight or a month of instruction and you had to do the best you could afterwards?

A—Yes

Q—I understand you did not find these men trustworthy either in regard to money or measurements?

A—No

Q—And to that may be attributed the complaints of the labourers that they had not been sufficiently paid?

A—Certainly, to some extent, we had to improvise the establishment for an exceptional occasion

Q—When you joined in November did you expect that the pressure would be so heavy as it became later on?

A—No, the earliest forecast put down I think a maximum of 200,000 people for the whole of Gujarat

Q—You had many more than 200,000?

A—I think the number exceeded 400,000.

Q—Did you in anticipation of increasing pressure endeavour to make out a list in November or December of applicants for appointments of this sort. Did you endeavour to get hold of young graduates who might have answered with some training?

A—Government advertised largely for subordinates, and the applicants for employment were referred to Superintending Engineers of Divisions and the Superintending Engineers passed these applicants on to the Executive Officers. Regarding other subordinates, *mistris* and measurers and people of that kind every Executive Engineer made his own arrangements

Q—I am anxious to know if you, as Superintending Engineer, made out a list and brought upon that list of applicants for employment, although you might not immediately want them and give them an honorarium as a sort of retaining fee?

A—As Superintending Engineer I did not

Q—Would not the system followed in Northern India of getting men who had gone through a university course, have answered?

A—It might have

Q—What system of test-works had you when you joined, payment by results?

A—Yes

Q—Pure and simple, without any allowance to dependants or provision for children?

A—Yes, and no Sunday wage, subject only to a maximum, and the maximum was 25 per cent over the maximum of the Code wage

Q—When you joined did you take a tour and examine all the works?

A—Yes, immediately

Q—Did you find the people in fairly good condition or did they show in November signs of emaciation?

A—To a considerable extent they did show signs of emaciation

Q—At that time was there much wandering about the country in search of food, did it come to your notice?

A—Not until a month later. I noticed a great deal of wandering in December

Q—Were the people of the class who ordinarily work for labour, or the agricultural class who usually work in their own fields?

A—I should say not the ordinary working classes. There was also a large number of low caste hangers-on

Q—Who perform certain duties in the village in ordinary times and get payment and who when the pressure was great in the village were sent on to the works?

A—Yes, these and the agricultural classes were those who felt the pinch most

Q—The pinch was felt by the outer fringe of the agricultural community?

A—Yes, quite so

Q—How long did test-works continue?

A—In the districts where famine largely prevailed the test-work stage was over by the middle of November

Q—This was the case in Kaira, Panch Mahals, Ahmedabad and Broach, Surat and Thana were exceptional?

A—Yes

Q—Was there any unnecessary delay in converting the test-works into regular relief works in the Northern Division?

A—No

Q—Was the conversion completed by the end of November in these four districts?

A—Practically, yes

Q—The completion of the conversion of the test-works meant the abandonment of payment by results and the introduction of the Code task system with a minimum wage?

A—That was not universal even then

Q—Was there a gradual change?

A—Yes

Q—Was the payment by results system maintained for any time on any of the relief works?

A—Yes, in Ahmedabad to a slight extent up to the middle of December, in Kaira and Panch Mahals it was in force until the beginning of March. In Broach the Code task system was in force from the middle of December. It was the earliest district converted to the task system

Q—In Kaira and Panch Mahals was the piece-work system qualified during December, January and February by any provisions for dependants and kitchens for children?

A—Kitchens were latterly introduced

Q—When?

A—I think some time in January, I cannot speak positively

Q—For dependants and children?

A—Yes

Q—That, I presume, was done in consequence of the observations made as to the condition of the people upon works, did you consider that even with the addition of 25 per cent above the maximum Code wage the labourers were not able to earn sufficient to support their dependants and children, and consequently add kitchens?

A—That was done by the Collector

Q—I presume your officers also reported to the civil officers that there were certain signs of emaciation on works which called for attention?

A—They were in constant communication

Q—Then it is presumable that the Collector's attention may have been called to the state of things by your officers and that in consequence kitchens were attached?

A—Quite so

Q—Did you make a tour of the works in January in Kaira and the Panch Mahals?

A—No, distress was very intense in Broach and I was there for the whole of January.

Q—In Kaira, in December there were 12,000 people, in January 15,000 on works, in February the numbers ran up to 51,000. Can you tell me whether in February there was any relaxation or moderation of the tasks executed on these relief works which would account for the great increase in numbers or is it to be attributed to the increase in distress?

A—Partly, the increase was also due to the fact that Government decreased the wage earnable in the Broach district and there was emigration from Broach

Q—You were in Broach in February?

A—I was in Broach in the early part of February, and I think I was in Kaira at the latter part

Q—Did you notice in the Kaira works any emaciation or any disorganization?

A—At the end of February I did. There was a considerable number of people in a very low condition

Q—Was any step taken to meet that condition of things?

A—I suggested to the Commissioner the immediate abandonment of the payment by results system and the adoption of the Code task system

Q—Was that carried out?

A—Yes

Q—Immediately?

A—Yes

Q—That, I presume, may, to some extent, account for the increase in the number of labourers in the month of March, the numbers increased from 51,000 to 69,000 at the end of March. I suppose that was the reason and a contributory reason may have been the increase in distress?

A—Kaira people had emigrated into Broach when the Code task system was in force there. When the conditions were the same in Kaira as in Broach the people went back to Kaira where

there was no restriction of the kind prevailing in Broach. The conversion of the payment by results into the Code task also encouraged the people to come to works.

Q—It was easier for them?

A—The terms were easier.

Q—When this conversion in Kaira of the payment by results into the Code task system took place at the beginning of March, people came in increasing numbers. Was there a tendency to do just as much work as would entitle them to the minimum wage or to do less than that?

A—On the payment by results days they did little or no work, and they got a very low scale of wage. When the Code task system was introduced I think there was a general inclination to do the whole of the task that qualified them for the minimum wage.

Q—You were satisfied that the body were not animated by a spirit of contumacy?

A—Yes.

Q—You mentioned that while the payment by results system was in force in Kaira there was a gradual diminution in the amount of earnings, the people gradually earning less and less?

A—I don't think there was any diminution, I said the rates of earnings had been very small. Their earnings were uniformly very low.

Q—In the piece-work system (I am speaking of it after kitchens had been established) were their earnings up to the minimum wage of the Code tasks?

A—Under it.

Q—Why could not they earn up to the minimum wage of the Code task system? Was there anything in the regulation of the tasks to stop them?

A—I don't think so. The reasons that complicated the matter were that the Kaira people have never been accustomed to work, they belong to a very rich country and life has been very easy for them, I consider there was inability to labour on their part. Then in this payment by results the subordinate staff came to consider the labourers as contractors, and there was no direct urging of the people to do defined quantities of work every day.

Q—May I infer that the failure of the establishment to stimulate them to work was due firstly to the weakness of the establishment and secondly to the quality of the men you were compelled to employ?

A—Yes.

Q—If you had had stronger establishment, for instance for every one man three and these men of a reliable stamp, the people in Kaira would have been induced gradually to work up to the proper amount?

A—Precisely.

Q—So that from your experience you are not disposed to condemn the principle of the payment by results, given a proper and reliable establishment?

A—I think the payment by results might answer, but at the same time in any famine it would not be possible to get a sufficient establishment of the class of men required to handle the people properly.

Q—This is especially difficult in Bombay I understand?

A—Yes.

Q—Was there any necessity for reducing the minimum wage from 12 to 9 *chhatals*?

A—Not in my time.

Q—When did you leave?

A—At the end of April.

Q—May I assume that what you say as regards Kaira applies in its broad features to the Panch Mahals?

A—Yes, except that the position in the Panch Mahals is rendered difficult by the presence of a large number of Bhils.

Q—In the Panch Mahals the conversion from the piece-work to the Code task system was effected in February, and that accounts for the large increase in numbers which rose from 15,000 in February to 35,000 in March?

A—Yes.

Q—Was there any emigration from Broach into the Panch Mahals?

A—To a very small extent. I don't think that would be a factor in the increase.

Q—Did the Bhils come to your works in large numbers? We have been told that they would not come in Khandesh?

A—I am not personally acquainted with either the Panch Mahals or Khandesh. I have always heard that there is great difference between the Panch Mahal Bhils and the hill Bhils of Khandesh. The Panch Mahals is an undulating country and the Bhils there have taken to cultivation.

Q—What was your difficulty?

A—There were great complaints of their laziness and their disinclination to do any work at all. The Panch Mahal Bhils wanted a minimum of 1 anna a day and that with the aid of what they picked up in the shape of jungle products helped them along. Government sanctioned a special scale for them, a low task and a uniform minimum wage of 1 anna.

Q—Were the Bhils by themselves or were they mixed up with others on works?

A—The works were open to all classes.

Q—Did they keep to themselves or get mixed up with others?

A—I cannot speak from personal experience.

Q—Had that low task any injurious effect upon the other workers?  
A—I cannot say.  
Q—What was the result as far as you know?  
A—There was a tendency towards not going beyond the minimum. There was a great disinclination to come to works even on these terms?  
Q—What was the price of grain in Panch Mahals?  
A—Bajra was selling at from 16 to 18 pounds  
Q—A man on one anna would get hardly more than one pound, that would not be enough to keep him in good health?  
A—The point was that these people were in the habit of getting jungle products to supplement their food. In the Panch Mahals, in ordinary years, a large portion of the Bhils live almost entirely on the *mkhawa* flower  
Q—What was the crop like this year?  
A—It was to a large extent a failure?  
Q—At the end of March had you not made residence on works compulsory?  
A—I am not prepared to speak for the Panch Mahals.  
Q—If you had made residence on works compulsory how could they have got the *mkhawa*?  
A.—The *mkhawa* trees grow all over the country. I mean to say they are not in a forest only  
Q—When was the one anna wage introduced?  
A—I think early in March  
Q—And the Bhils never got more than one anna from that time forward?  
A—No  
Q—Your death-rate rose from 9 to 54 per mille per mensem. Are you prepared to say whether or not the mortality is connected with the low wage given to the Bhils?  
A—No  
Q—Now we come to Broach. The conversion from the piece-work system into the Code task system was effected at the end of December?  
A—I think the middle of December  
Q—Would you explain to me what were the difficulties which occurred in Broach to send the labourers from Broach into the adjacent district of Kaira?  
A—Up to January the Broach works attracted the Kaira people  
Q—Because there was the Code task with the minimum wage in Broach, while there was payment by results in Kaira?  
A—Yes  
Q—You introduced the Code task system into Kaira and then the people returned?  
A—Yes, they desired to be near their homes. The terms were more favourable in Kaira than in Broach. The Government laid down a special scale of wages for the Broach works; there was no relaxation of the task, but the wages were reduced.  
Q—In what months?  
A—In February  
Q—What was the reason that they were reduced?  
A—It was largely due to so large a proportion of the population being on relief works. It exceeded 15 per cent.  
Q—I suppose the fact of so large a proportion of the population being on relief was taken as an indication that relief was being over done and acting upon that idea wages were reduced?  
A—Quite so  
Q—The reduction was 25 per cent.?  
A—Yes  
Q—That reduction brought down the minimum to 9 *chhatals*?  
A—Yes  
Q—The reduction of 25 per cent in the wages had the effect, you say, of driving a number of people off the works?  
A—Yes  
Q—In February, they returned to the neighbouring districts, that is borne out by the figures before me, because I find in Broach the numbers were 67,000 in January, 82,000 in February, 92,000 in March and then fell to 60,000, I suppose these orders produced their effect in March?  
A—I think the orders actually reached the officers in the last week of February  
Q—And consequently the results could only be manifested in March and they are manifested by a reduction of 32,000?  
A.—Yes.  
Q—Where did the 32,000 go?  
A—A small number came to the south of the Nerbudda, the Nerbudda being the southern boundary of the greater part of Broach, the greater number went north to Kaira  
Q—I suppose there was a considerable amount of wandering. In that month I see there was a great increase in the mortality in the Broach district. There was an increase of from 10 to 14. Can you associate that increase with the administrative action taken?  
A—I am not prepared to say that would be the only inference, but still there may be some connection.



Q—I notice the Administration provided for an increase in charitable relief, that also may have been due to the gradual stringency of the wages on works?

A—Quite so.

Q—It supposes that the people were reduced and that then the Administration increased their charitable relief?

A—Yes

Q—Now as regards Ahmedabad Was there anything exceptional or special there as in the case of Broach?

A—No

Q—When was conversion effected from payment by results to the Code task system?

A—At the end of December

Q—There were 19,000 on works at the end of December, and that went on, and the numbers rose from 31,000 in January to 98,000 in February, 98,000 in March and 125,000 in April?

A—That was after the *rabi* crops had been garnered There was a considerable area under well irrigation and many were employed during the *rabi* When that employment was completed they came to works

Q—In Ahmedabad under the Code task system were the people anxious to do the full task?

A—Yes, an uniformly high percentage of the task was done in Ahmedabad

Q—There was none of the malingering and contumacy that there was in the Deccan districts?

A—No, and there was this marked difference in Gujrat that whole families came to works and the number of men to women and children have a higher ratio in Gujrat than in the Deccan

Q—The fact is that the people were completely broken?

A—I think so

Q—I have heard that Gujrat up to this year was the most prosperous part of the Bombay Presidency?

A.—Yes

Q—It was not heavily hit in 1897?

A—I don't think there was any scarcity at all except in parts of the Panch Mahals, there was scarcity there to a small extent, in the Bhil country we started test-works but no body came

Q—1898 was not very bad, they seem to have completely collapsed with the first crop failure, how do you explain that?

A—I think this was due to two facts, the first is, there had been indifferent crops for three or four years before 1899 and 1899 was a complete failure, and the second is that Gujrat produces only a fraction of the food required for the population, it is a very rich country, it grows rice, cotton, wheat, oil-seeds and such like produce, but it is almost entirely exported out of the country, the *rayat* receives in return money, so he has not got stores of food as in the Deccan Money goes more quickly out of their pockets than grain out of the cellars of the Deccan *rayat*

Q—Are you sufficiently acquainted with the facts to be able to say whether the *rayats* are indebted in Gujrat?

A—I have served many years in Gujrat, and I think there is a large amount of indebtedness, the land to a great extent is passing out of the hands of the *bona fide* cultivator into the hands of the money-lenders

Q—Am I wrong in gathering from the papers the impression that the authorities before launching in a large and liberal scale of relief wanted evidence that relief was necessary and that they were not convinced till December or January?

A—I think there was a feeling of that sort

Q—Therefore where that feeling existed it naturally would suggest the institution of certain rigid tests to show the existence of want before steps were taken to relieve it That may explain the rigidity of the test enforced in Gujrat?

A—There was I think that tendency on the part of the Administration to question the rigidity of the tests enforced because the numbers kept on increasing in a part of the country which was supposed to be beyond the chance of famine

Q—That was the impression I gathered In point of fact I infer from the statement you have made to-day that distress had existed and the necessity for relieving distress had existed although the authorities were not quite alive to it?

A—Undoubtedly

Q—And consequently the enforcement of tests, at a time when the institution of a liberal measure of relief was called for, imposed upon the people a harder strain than would have been the case if the authorities had known the entire facts?

A—The rigidity of the relief was only enhanced to my knowledge in Broach where the numbers at the time were proportionally highest

Q—We have it that the mortality in Gujrat was the highest in the province, and the inference is either that relief was not distributed in Gujrat with the liberality which the circumstances of the case required or that there must have been mistakes in the administration of relief which led to these lamentable results?

A.—There was a third cause and that is that the people concerned are a very soft race

Q—They were unable to resist ?

A.—They have always been so exceedingly well off that the denial of luxuries to them was a serious matter

Q—The conditions of life in Gujrat were such that the strain of even one bad year told, while the inhabitant of Deccan who leads a harder life was able to resist pressure on him to which the inhabitant of Gujrat at once succumbed ?

A—Yes.

Q—Therefore you say that the fact of the Gujrati population succumbing so easily is due to the inherent condition of affairs rather than to any shortcomings on the part of the Administration

A—I saw no shortcomings on the part of the Administration. Perhaps I speak with bias. I think the relief afforded was liberal, and it was timely, but the Gujrati was not accustomed to work; the people affected had never done a day's work in their lives, they were people who always kept servants. It may be that the whole system of relief was defective for people of this kind

Q.—I understand you to say that the Administration did not believe in the existence of distress in Gujrat at a time when as we know from subsequent facts that distress did exist ?

A—Yes

Q—That is what I mean by the phrase shortcomings on the part of the Administration. They did not admit the necessity for the establishment of a liberal policy of relief at an earlier time ?

A—That is so

Mr Nicholson.—There had been no famine in Gujrat for 100 years ?

A—No

Q—You said that the orders reducing the wage in Broach were given to the Executive Engineer. When were they brought into force ?

A—My recollection is that it was about the 7th or 8th of March

Q—Why was the reduced wage introduced ?

A—It was considered that works were too numerous and there was no distance test. The works were too attractive to the people and therefore it was proposed to make them less so.

Q.—In Broach there were, I understand, chiefly small village works ?

A—No, I should say not, village tanks employed as many as 15,000 people.

Q—There was a similar amount of control as on other works ?

A—Yes

Q—On the works south of the Nerhudda was there much immigration ?

A—Yes

Q—Were the numbers of workers on works largely swelled by immigrants ?

A—Yes

Q—Was any census taken ?

A—I had statistics compiled but I don't think they were reliable because the Collector had issued orders previously that the Gaikwáris should be eliminated from the works and sent back to their State, when the Gaikwári people came to our works they gave false names and they were lost on our lists

Q—Would you estimate that 25 to 30 per cent were Baroda people ?

A.—Yes

Q—Were the Baroda people in good condition or had they deteriorated ?

A—The majority of the people who came to works were on first arrival distinctly low.

Q.—The majority of the wanderers were also Baroda people ?

A—Yes, and there were some from Nandode, a little Native State

Q—Were steps taken to deport them to their own territories ?

A—I am not personally aware, I know the Collector issued orders to *mamlatdárs* and others to have them deported

Q—In which district was the aboriginal question the most important ?

A—In the Panch Mahals

Q—Was it important anywhere else ?

A—To a slight extent in Surat, the aboriginals gave a deal of trouble there

Q—In what part of Surat ?

A—In the Manvi *taluga*, one of the eastern *talugas* in the hills

Q—As to immigrants, they were worst in Broach ?

A—Worst in Broach, then in Ahmedabad

Q—Was that on account of their being so near Baroda ?

A—Yes

Q—Can you give any idea of the extent to which these two factors operated, the aboriginals and immigrants ? Am I right in saying that the aboriginals were unwilling to work and being unwilling also to accept gratuitous relief died in their villages, and that immigrants came in very bad condition to works and went eventually into poorhouses and raised the death-rate very much ?

A—I think so, I have no definite information, I know it has been said that they largely increased the death-rate

Q—Did these death-rate figures come before you ?

A—Yes, every week statements were submitted, the numbers of deaths and the causes of deaths on works

Q—What action was taken by you as regards the rise in the Panch Mahals?

A—In the early stages I got the Executive Engineer to look into the question of increasing the rates on payment by results, long before its adoption I suggested it was time that a modification should be made in the mode of relief and a change from the payment by results to the task work

*The President*—Long before its adoption?

A—Certainly, two months

*Mr Bourdillon*—Did you find that when the wages were reduced many people left the works on the grounds that they could not live on the wage and went to their villages?

A—That undoubtedly was the case, there was a general dislocation, people wandered from works which were thoroughly established to others where there were no establishments or work ready for them

*The President*—That exodus was due to a reduction of wages on the works they left?

A—Yes

*Mr Bourdillon*—Particularly in the case of Broach?

A—Broach was the only district in which that reduction took place, except the special reduction in the wages of the Bhils in the Panch Mahals

Q—That didn't have the same effect with the Bhils? They accepted that reduction?

A—Yes, it attracted them

Q—*Pro tanto* their mortality should have decreased?

A—It should have

*The President*—As time went on and the mortality rose to 21 per mensem per mille in the Panch Mahals, 12 in Kaira, 11 in Broach and 10 in Ahmedabad, did you not contemplate the possibility of an outbreak of cholera?

A—Yes.

Q—Did you make any arrangements in anticipation of cholera breaking out, did you create or suggest the creation of village works to which people might be drafted from large works on the occurrence of cholera and then order the splitting up of the large bodies into bodies of, say, 2,000 which would be mobile and with which you could deal more easily?

A—No

Q.—I made no such arrangement. Looking back at the past do you wish you had done that?

A—Yes, but then again you are face to face with the establishment question, it is the crux of the whole position

Q—Could something have been done in the way of marking the country off into blocks by means of which on the occurrence of cholera you could have marched the bodies about from place to place?

A—I quite admit the desirability of that but nothing of the kind was done

*Rao Bahádur Syam Sundar Lal*—In what month did the immigration from Native States occur?

A—Speaking from personal experience it was in December and January I happened to be in Broach then and the rush was very great

Q—You are inclined to think that after they had been sent to their homes they returned to Government works?

A—I was told so

Q—What proportion of them returned?

A—I have no information.

Q—What was the length of the distance test?

A.—The maximum was about 30 miles and the minimum six, which was not excessive.

Mr. S. Rebsch.

*Replies by Mr S Rebsch to the questions drawn up  
by the Famine Commission.*

- 1 to 5 Revenue officers will answer
  - 6 Necessity for relief was not assumed from the fact of crop failure
  7. Revenue officers will answer
  - 8 Ditto
  9. (a) Practically no lists were ready as Gujarát had not been considered to be within the famine area
  - (b) No No
  - 10 Practically no relief programme was ready.
  11. (a) Test works were opened in the early stages
  - (b) Revenue officers will answer.
  - (c) Kitchens were opened on works as soon as Revenue officers could arrange for the necessary establishment.
  - (d) and (e) Revenue officers will answer.
  - 12 Revenue officers will answer.
  13. Ditto
  14. In the greater part of Gujarát wells have to be sunk very deep before water is struck, and even then it is usual to find brackish water. about 70 feet. Revenue officers will answer.
  - 15 Road works were available. Yes Public Works officers.
  - 16 Piece-work at rates settled by the Executive Engineer.
  - 17 Yes Maximum earning of a week fixed at 25 per cent, above Code scale of wages No minimum. No rest-day wage
  - 18 Rapid increase in the number of persons seeking work on the terms offered.
  19. Large works.
  - 20 Public Works Department. No No No Yes
  - 21 Where possible either a permanent upper or lower subordinate and failing this a good temporary subordinate was put in charge of each work opened. The number employed on such work depended upon the space and work available as a rule when the numbers exceeded 10,000 on any work; newcomers were drafted to other works capable of taking them
  - 22 Yes. Executive Engineers will give details.
  - 23 Yes Distance test was insisted on when necessary and residence on works was compulsory
- Rebsch

24 Will differ with country under consideration, whether sparsely or thickly inhabited I have known people coming 50 miles to relief works.

25 No. All details of work management.

26 Yes. Subordinate clerical staff Rupees 15 to Rs25 Usually subordinate to the Public Works Department officer No.

27 No

28 Gangs varied, but 50 was the usual unit Yes, with indifferent success

29 Classification specified in Famine Commission's paragraph 445 was adopted, and, subject to modifications ordered by Government, the Bombay Famine Code rate of wages was in general in force No marked departure was made, nor did I consider such desirable, subject to remarks I will make under 34.

30. Subject to my reply to Question 34, I think the late Famine Commission classification and scale of wages for men and women may stand

31 Payment by result first adopted later on the Code task system

(a) Yes, but during the transition period.

(b) Attempted but without success

32. Yes No.

33 The system laid down in the Famine Relief Code The same task was demanded from all. No allowance was made for the distance works had come The task was somewhat increased. The task table laid down in the Code was neither logical nor accurate and a new scale of tasking was therefore submitted and adopted after sanction by Government.

34 Unduly liberal Newcomers who arrived in an emaciated condition soon picked up and those who remained on the works were always in good physical condition I have no information on the saving of the workers nor about copper coins returning to Banias Judging from the appearance of the workers after they had been on works for from 10 to 15 days, I am of opinion that the scale of wages sanctioned is somewhat in excess of actual requirements and might be reduced. I am not in a position to state by what amount the reduction should be made

35 Rest-day wage was given. I should prefer wages being increased by  $\frac{1}{6}$ th, so as to make up the rest-day wage and then not to give the rest-day wage

36 I hesitate to give any opinion regarding the sufficiency or insufficiency of the minimum wage when distress is acute Any reduction of this wage might have very serious consequences

37 No penal wage at the beginning, and in Gujarāt it was seldom necessary to resort to a penal wage

38 To newcomers daily for ten days, after that weekly. In the case of wild tribes and other jungles I think daily payments are necessary

39 Daily No, not as a rule

40. To the individual I prefer paying to the individual.

41 Executive Engineers will supply this information So far as my recollection goes the penal wage was applied very sparingly

42 Modified intermediate system Paragraph 208 of the Famine Commission's Report was that mostly in force when works were carried on the system of payment by results

43 That laid down in the Ready Reckoner for pice wages, Bombay Famine Relief Code Children were fed in the kitchen, also weakly persons who were dependants of the people on the works

44 No

45 Muster-rolls were not kept up when the system of payment by results was in force.

46 By Mámlatdáns of tálukas on the staple grain of average quality Yes.

47 Will be replied by Executive Engineers.

48 Tasks were regulated by the Local Government. Revenue officers will answer.

49 Transfers of workers from large to small works were, I believe, made after my connection with the famine ceased.

50 to 58 I have no experience

59. Yes. There are aboriginal tribes in the Panch Maháls and in parts of the Surat District. They were most troublesome to deal with on ordinary public works even when tasks were relaxed.

60 to 66 Revenue officers will reply

67 In kitchens where they were supplied with cooked food.

68 to 84. Revenue officers will reply

85 to 89. Ditto

90 In most districts the number of persons in receipt of relief largely exceeded 15 per cent of the population affected owing to the total failure of the crops for the previous year

91 Relief was sufficient except in the Panch Maháls, where the aborigines and Bhils were reluctant to take to the relief made available

92. All classes, including proprietors, State rayats, occupancy tenants and village parasites.

93. There has been no previous record of a famine in Gujrát during the past century

94. No

95 Yes.

96 The tests prescribed are sufficient

97 to 102 Revenue and Sanitary authorities will answer

103 Immigration from Native States took place to a very large extent into the Broach Collectorate I would roughly estimate that 30 per cent. of those employed on the Broach works were Baroda subjects.

104 to 107 Revenue officers will answer

108 Enquiries made in January and February showed that the private labour market was not affected by the existence of relief works

109 and 110 Revenue officers will answer

111 The provisions of the Famine Relief Code were not departed from in any marked degree

112 Staff Corps Officers were employed in the latest stages of the famine, also Officers of the Native Army and Non-Commissioned Officers of the British Army in minor posts To some extent officers of the Post Office, Forest and Akbani Departments were also employed

113. Revenue officers will answer.

114 The Executive Engineers will answer

115. No.

*Extract from the letter from Mr S Rebsch, dated 12th January 1901, forwarding the above*

I wish to explain that I arrived in India from furlough in the middle of November 1899, when the famine had already shown itself and a certain number of relief works were in operation. I continued in charge of the relief works in the Northern Division up to the beginning of May 1900, when I was appointed by Government to my present post—Chairman of the Improvement Trust During the period alluded to I was Superintending Engineer, and therefore was not in actual executive charge of the works undertaken for relief purposes In the replies I have given I have stated my personal experience both from a great many inspections made by me and from correspondence which took place relating to matters that required discussion and settlement I have omitted to give any replies to work details with which I was not personally and intimately connected, thinking that the Executive Engineers' opinions on such details should carry more weight than mine

My experience of famines is as follows —

In 1877-78 as Assistant Engineer I was in charge of famine relief works in the Belgaum District throughout the famine of that period.

In 1897 I was Under-Secretary to Government and dealt with all the correspondence that related to famine which came before Government in the Public Works Department.

In the late famine I was, as I have stated, in administrative charge only of relief works.

*The President*—Of what district were you the Executive Engineer during the famine?

A—During the famine I was in the Broach district

Q—Your ordinary charge was the Surat and the Broach districts, but when famine became imminent, this charge was split up?

A—Yes

Q—When was it split up?

A—In February 1900

Q—How many *talukas* are there in the Broach district?

A—Five

Q—What is the public works organization in ordinary times in the Broach district?

A—There are two sub-divisions, one to the north of the Nerbudda and one to the south of the Nerbudda

Q—Who would be in charge?

A—Ordinarily there would be an Assistant Engineer posted to the north of the Nerbudda, and an overseer or a supervisor to the south of Nerbudda

Q—Under the Assistant Engineer what is your ordinary establishment?

A—Generally he has got one overseer and two sub-overseers.

Q—And in the portion south of the Nerbudda?

A—The Sub-Divisional Officer in charge has got no one else under him except when we have got some large works going on

Q—Was that the organization which existed in the Broach district when you took the famine charge in February 1900?

A—Yes

Q—Then between the supervisor and the *mistris* in the charge south of the Nerbudda you had no one?

A—No

Q—When did you begin relief works in the Broach district?

A—On the 4th September

Q—In both of these sub-divisions did the work commence at the same time?

A—Nearly

Q—How long did the test-works continue as test-works?

A—I should say they continued till about November

Q—Were they then converted into regular relief works?

A—Yes

Q—From the 4th of September until November, when you converted them into regular relief works, had you any other establishment except the Assistant Engineer, the overseer, and the two sub-overseers?

A—In the north of the Nerbudda charge one other overseer who was on survey duty was posted there in October

Q—Well, then, from the 4th of September till November did you make any other increase?

A—We tried to get some temporary hands

Q—Did you actually manage to get people?

A—We got two extra men by advertisement

Q—Were the two extra men of the sub-overseer stamp?

A—One of them was a good sub-overseer

Q—You managed by advertisement to get two additional men and you attached them to that sub-division?

A—Yes

Q—Did you attach them as overseers or sub-overseers?

A—Overseers

Q—Then your staff was an Assistant Engineer and three overseers?

A—Yes

Q—Now, what was the area with which these men had to deal?

A—1,160 square miles

Q—Can you say what the population of it was?

A—350,000 people (population of the whole District)

Q—Can you tell me what the population in the north of the Nerbudda was?

A—I cannot say exactly

Q—Was it greater or less?

A—I should say certainly greater, it must have been close upon 3 lakhs.

Q—The area with which the establishment had to deal was 1,160 square miles with a population of 3 lakhs

A—Yes

Q—When did you begin your test-works in the area south of the Nerbudda?

A—We commenced them on the 20th of November.



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MR. ALI AKBAR, EXECUTIVE ENGINEER, SURAT AND BROACH

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Q—The area with which the establishment had to deal was 1,160 square miles with a population of 3 lakhs

A—Yes

Q—When did you begin your test-works in the area south of the Nerbudda?

A—We commenced them on the 20th of November.

Q—When did you convert these test-works into relief works?

A—They were started as regular relief works

Q—Will you tell me what establishment you had in the south of the Nerbudda when you began on the 20th of November?

A—One sub-overseer, who was placed under the supervisor

Q—How many people had you on works when they were still in the test-work stage in the sub-division north of the Nerbudda?

A—About 20,000 people

Q—What class of people were they?

A—Mostly the lower class, such as Bhils, Dheras, and Kolis

Q—On what principle were your test-works conducted? What was the system of payment? Were they on the piece-work system or on the Code task system?

A—Piece-work system

Q—That is to say you paid by results, there was no minimum wage?

A—No minimum wage

Q—Was there a maximum wage?

A—Yes, 25 per cent in excess of the Code wage.

Q—How much did you find as a rule an adult labourer could earn under that system of test-works?

A—I am not quite prepared to answer this question

Q—How many works had you to the north of the Nerbudda in November when they were converted into relief works?

A—Ten works

Q—What was your biggest work?

A—The biggest work was a road

Q—How many people had you on that biggest work?

A—We had about 9,000 people

Q—What was the next biggest work?

A—A channel

Q—How many people had you on that?

A—6,000

Q—Will you tell me what organization you had upon the road work on which you had 9,000 people? How were the people paid, and how was the work measured up?

A—The payment was made on the Code system on both these works

Q—Were they paid on the Code system while they were test-works?

A—Yes

Q—You said just now you had the payment by results system?

A—That was on the channels only

Q—How many were on your largest work under the payment by results system?

A—3,000

Q—Was that a road work?

A—No, a channel work

Q—When was that opened?

A—It was opened on September the 28th

Q—How often did you pay the labourers on that work?

A—We paid them once a week

Q—How often did you measure up the work?

A—Once a week

Q—By whom was the work measured up?

A—By the *mistris* and it was checked by the officer in charge of the work.

Q—Who was the officer in charge of the works?

A—An overseer.

Q—Consequently you could never know whether any short work done by a labourer, during the week, was short owing to his contumacy or unwillingness to work, or short because he was unable to work?

A—We also made daily measurements

Q—Did the Public Works establishment measure up the work daily?

A—Yes, the task was laid out and given to the people, and it was seen that they performed this task

Q—Was there any record of these daily measurements?

A—Yes, they were recorded on cards

Q—Were the cards preserved?

A—I think some cards must have been preserved.

Q—Who kept those cards?

A—The gangman kept them

Q—Was the head of the gang able to read and write?

A—The card was prepared by the *lāi kun* and it was given into the gangman's charge.

Q—Did the weekly measurements represent the aggregate of the daily measurements?

A—No, weekly measurements were taken independently by the *mistris*

Q—Why was there a separate measurement at the end of the week? Why was the aggregate of daily measurements not put down?

A—The daily measurements were not reliable.

Q—Was this continued throughout the famine ?

A—Afterwards, when we got a better establishment, we were able to get very much more reliable daily measurements

Q—Was daily measurement made throughout the famine ?

A—Yes

Q—Why didn't you make daily payments ?

A—Because we had not sufficient establishment to make daily payments

Q—At all events it comes to this that in the early stages these daily measurements were not reliable, consequently you fell back upon weekly measurements, you measured weekly ?

A—Yes

Q—If a person had during the course of the week been ill two or three days and not able to work, his short work would make itself apparent in the weekly measurement, and he or the gang to which he belonged would be paid short accordingly, irrespective of whether the short work was due to contumacy or to inability to work ?

A—We paid them at the end of the week by the amount of work done We paid them in a lump sum to the gang

Q—Did you submit any statement at the end of the week of the number of persons who were on your works ?

A—Yes In famine form No 15

Q—Was that submitted while the test-work was in force ?

A—Yes, from the first

Q—After a time the Code task was introduced, that is payment by the task with a minimum wage ?

A—Yes

Q—What was your experience in regard to that ? Did you find that people were willing and anxious to earn more than the minimum wage, or did you find they were content with that ?

A—I found the majority of people did actually get more than the minimum

Q—How long did that continue ?

A—The whole time

Q—You found that the result of your experience was that during the whole of the famine people on your works earned more than the minimum wage ?

A—The majority of them did

Q—When you converted your works into works on the Code task system, did you divide your labourers into charges, or did they all work together in a large mass of six or nine or ten thousand people ?

A—They were divided into gangs of 50

Q—Above the gangs of 50 had you any larger body ?

A—Under the charge of each *kārkhun* there were two or three hundred men

Q—What stamp of men were these *kārkhus* ?

A—They were generally students from the schools

Q—How much you used to pay them ?

A—From Rs 12 to Rs 15

Q—And those people used to have under them six or seven or ten gangs ?

A—Never more than six

Q—What was the duty of the *kārkhun* ?

A—He had to take the measurement under the guidance of the *mistri* who had to set the task and see that the work was performed and to keep a general control over the *mukaddams*

Q—The *mukaddams* were the heads of the gangs ?

A—Yes

Q—Were the parties under the *kārkhun* grouped together into any large body ?

A—They were grouped under a *mistri*

Q—How many men had a *mistri* under him ?

A—A thousand

Q—Then what was the duty of the *mistri* ?

A—He was to keep general control over the *kārkhun*

Q—What was the pay of the *mistri* ?

A—From Rs 18 to Rs 40

Q—Over the *mistri* whom had you ?

A—On large works we had the officer in charge who was either an overseer or a sub-overseer

Q—How many people would he have under him ?

A—There was no limit According to the number that came to the works

Q—In the north of the Nerbudda you told me you had altogether three overseers and two sub-overseers What was the highest number of workers that you had on your works in the north of the Nerbudda ?

A—93,000

Q—And as officers in charge of these 93,000 people you had three overseers and two sub-overseers ?

A—We strengthened them as required

Q—Where did you get your men from ?

A—One or two temporary Assistant Engineers and sub-overseers were sent to me by the Government, and I raised the rest of the establishment myself by advertising.

Q—What class of people did you get by advertisement?  
A—Some of them had had actual experience in the Public Works Department and the rest of them were either mechanical engineers or tradesmen.

Q—Were they all natives?

A—There was one European only

Q—What did you pay to these temporary overseers?

A—From Rs 50 to 120

Q—What was the maximum pay of the sub-overseers?

A—Rs 60

Q—What was the maximum pay of the overseers?

A—Rs 120

Q—What was the pay of the supervisor?

A—Rs 150 to Rs 250

Q—Well, that is the organization that you had, under your Assistant Engineer you had a supervisor drawing Rs 150 or overseers up to Rs 120?

A—I do not think you understood me, Sir. Since this work was started in the north of the Nerbudda I told you I had only one sub-division at first and then I got three sub-divisions afterwards.

Q—What establishment had you at the time of the greatest pressure in the north of the Nerbudda?

A—Two Assistant Engineers, two Supervisors, four Overseers, and ten Sub-Overseers.

Q—And that establishment had to control 93,000 people?

A—Yes

Q—As time went on you sub-divided so that you had one Sub-Overseer for about every six thousand people, but you did not have such small charges as that?

A—The largest number was about 28,000 people.

Q—And for that body you had only one superior officer?

A—No, two or three

Q—Of the supervisor's stamp?

A—There was a supervisor in charge of that work

Q—And under him?

A—There were one Overseer and two Sub Overseers

Q—Will you tell me what the system of payment was on such a work as that, how was the work laid out and how was the work measured up and how were payments made?

A—Before we commenced the work each tank was divided into parts

Q—Were they all tank works or were they all road works?

A—The majority of them were tank works. The different parts were placed under *karkuns* who took the measurements.

Q—The measurements made were reported to whom?

A—They were put down in the measurement-book and taken to the officer in charge of the works

Q—And how did he pay?

A—He simply ordered the cashier to pay

Q—How did the cashier pay?

A—He went down to the works and paid

Q—Did the cashier go round to each of the gangs?

A—He did not actually in practice go round.

Q—Then how did you distribute the money?

A—My order was to have the *mistri* and the *karkun* both present to witness the payment

Q—Did the cashier pay to the *mistri*?

A—No, he paid each man individually

Q—On a large work of that description?

A—Yes, we had a number of cashiers

Q—You told me that the *mistri* had a thousand men under him?

A—And there was a cashier for every thousand men

Q—Then at the end of the week the cashier used to go to the part of the work where the *mistri* had his thousand men. These 1,000 men were divided into smaller bodies over whom you had a *karkun*. These were from 200 to 300. Under the *karkun* you had the gangman and the gangman had about 50 men under him. The cashier dealt with the gang calling up one 50 after another until he had paid them all.

A—Yes

Q—Before the cashier came to the relief work, the amount of money which was due to each of these 50 men had been reported to him?

A—Yes

Q—Where did he get the money that was paid to these 50 men?

A—He was given an imprest of Rs 1,000 from time to time

Q—These works were converted in Bhoach into regular relief works, you told me, in November, and payment was then made upon the Code task system at once, at the scale of wages prescribed by the Famine Code with a minimum of 12 *chhatals*. How long did that payment of 12 *chhatals* continue?

A—It was reduced in March

Q—Did it continue unredueed up to March ?  
A—Yes  
Q—Had the numbers from November till March gone on steadily increasing ?  
A—Yes.  
Q—You had 49,000 on works at the end of November and they went up in December to 67,000 and in January to 82,000 Your Code task system was introduced in November. Did you have kitchens on the works in November ?  
A—Kitchens were commenced in November  
Q—Upon every work ?  
A—Yes, except those that were test works  
Q—You had 10 works in November ?  
A—Yes  
Q—Out of these 10 works how many were converted to the Code task system in November ?  
A—Four of them  
Q—Did you introduce kitchens into these four ?  
A—They were not introduced immediately, we paid cash at first, but then about the beginning of December kitchens were started everywhere  
Q—How long did the other six works remain as test-works ?  
A—Some of them were closed in December, and the last one was closed in March  
Q—How many of them were closed in December ?  
A—Three of them  
Q—And the other three continued up to March ?  
A—I closed two in February and one in March  
Q—Out of the 10 works you had four converted into regular Code system in December and six were continued on ?  
A—Three were completed and closed in December  
Q—Were any other works opened in their place ?  
A—Yes, another work was commenced in December  
Q—Was that commenced on the piece-work system ?  
A—No, on the Code task system ?  
Q—Three were closed, and the work that was opened in their place was on the Code task system Three continued on the piece-work system—one of which continued on that system up till March ?  
A—Yes  
Q—Did you find these test-works crowded with people up till February ?  
A—As many as they could possibly hold  
Q—Did you attach kitchens to these test-works ?  
A—No  
Q—And to the work you closed in March, you attached no kitchens either ?  
A—No, that was a small work  
Q—Did not you find that the people on the piece-work system suffered ?  
A—I do not think so.  
Q—What was the average wage they were paid upon that piece-work system ?  
A—Between the maximum and minimum  
Q—Can you tell me what were the average payments made to adult labourers ?  
A—My statistics only show that they got between maximum and minimum  
Q—What is the average wage they earned, can you tell me ?  
A—Between one anna and one piee and two annas  
Q—By whose orders did you convert the piece-work into Code task work ?  
A—In consultation with the Collector.  
Q—Who laid out the tasks ?  
A—I did  
Q—Who regulated the wages ?  
A—The price of grain was communicated to us by the *mamlatdars*  
Q—And you regulated the wages accordingly ?  
A—Yes.  
Q—You say the wages were reduced in March, why were they reduced ?  
A—The proportion of the population on relief works was considered to be too high  
Q—Who considered it too high ?  
A—Mr Monteath came round and inspected the works  
Q—What was the condition of the people on those works ?  
A—Fairly good  
Q—Were there kitchens attached to these works ?  
A—Yes  
Q—Were children fed in the kitchens ?  
A—Yes  
Q—What were the average earnings of the workers at the time the works were converted ?  
A—Sixty-five per cent were earning the maximum wage, that is two annas and a quarter.  
Q—That was in March, was it ?  
A—Yes.

[A series of questions were then put by the President as to the mortality on the works. Next morning the witness explained that his answers were wrong. The questions and answers have been omitted at his request.]

Q—Do you think that the effect of the reduction of wages was to drive these 20,000 people off your works?

A—Yes

Q—What became of the 20,000 people?

A—Some of them went to the south of Nerbudda

Q—Did they go willingly or were they drafted?

A—We drafted them, but not compulsorily

Q—How many did you draft to the south of Nerbudda?

A—About 10,000 people

Q—What became of the remaining 10,000 people?

A—A great many were sent back by rail to Kaira

Q—What do you mean by sending them back to Kaira. My question to you was this—At the end of February you had 94,000 people, you told me at the end of March you had 72,000 people on your works, that is the reduction of 22,000 people. I asked you whether that reduction—of 22,000 people—was in consequence of the reduction of wages or not?

A—Yes it was

Q—Did the people leave their works and go back to their villages?

A—I do not know where they went to

Q—Well, you said that 10,000 people were drafted to Nerbudda?

A—No, I made a mistake

Q—When the 22,000 people disappeared from your works, where did they go to, what came of them?

A—Some of them went to the Kaira district

Q—Do you know what became of them?

A—I can say about the 8,000 who were drafted

Q—You had at the end of February 94,000 on the works, then the order to reduce wages was introduced. You stated the effect of that order was to send people off your works?

A—Yes

Q—What reduction was there on the numbers during March?

A—To the extent of nearly 20,000 people

Q—Where did they go to?

A—7,000 were drafted to Kaira

Q—That cannot have been the effect of the reduction of wages. There may have been a simultaneous order to draft?

A—Yes, there was a simultaneous order to that effect

Q—I am asking you what was the effect of the reduction of wages?

A—7,000 must be deducted from the 23,000

Q—Out of the 23,000, 7,000 were drafted?

A—7,000 were actually drafted by us to Native States

Q—What became of the 16,000?

A—I cannot say

Q—Well, your answer is that you had on your works 94,000 people by the end of February, then owing to Mr Monteath's order reducing the wages and by drafting people to Native States a reduction was effected to the extent of 23,000 people of those 23,000 7,000 represented those that were drafted and 16,000 remained, of whom you know nothing at all? Do you know whether these 16,000 people wandered about the country?

A—I myself personally noticed very slight wandering. My idea is that they went back to the Kaira district

Q—Was any information given to you that some of those 16,000 people came back to your works?

A—I do not remember

Q—You had the nominal muster-rolls and if people had come back to the works, they probably would have been recognised?

A—I do not think so

Q—You say that in November 65 per cent of your labourers earned the maximum wage?

A—Yes, about 3 per cent earned the minimum

Q—And between the maximum and the minimum, how many?

A—31

Q—Now, will you tell me how you got this percentage? How you arrived at this percentage for any particular month?

A—I had a statement prepared at the instance of Government

Q—Was it prepared weekly or monthly?

A—It was prepared weekly

Q—Was it prepared from the muster-rolls?

A—Yes

Q—What percentage earned the maximum wage in March?

A—14 per cent when compared with the maximum code wage.

Q—You had 65 per cent earning the maximum wage in November and the number fell to 14 in March ?

A—Yes

Q—How many in March were earning the minimum ?

A—About 58 per cent

Q—And the balance would be earning between the two ?

A—No, some were earning the penal wage

Q—How many were earning the penal wage ?

A—4,600 out of 72,000

Q—How many were earning the penal wage in February ?

A—In February there was no penal wage

Q—Can you tell me why it was that the numbers earning the maximum fell in March from 65 per cent to 14 per cent ?

A—Because the wages were reduced

Q—How long did the reduction of wages last ?

A—Till about the third week of April

Q—Then why did they jump up next month ?

A—Because we had the full wage again. During the last week of April we had full wages. These statistics are for the last week of each month

Q—What are your figures for June ?

A—33,000 out of 53,000 earned the maximum

Q—Can you explain how it is that if so many people earned the maximum wages that your mortality still rose ?

A—It was a very bitter winter

Q—There was no winter in March or in April and May, how can you account for the mortality ? During the winter your mortality was low, but why did it rise to 11 in March, 10 in April, and 54 in May ? How can you explain that if the people had got sufficient to live upon ?

A—I think the number of foreigners who came in a very weak condition account for it

Q—But your statistics do not show that, for instance in January foreigners on your works were not more than about 5 per cent of the total ?

A—There were many who gave the wrong name of the villages they came from and pretended not to be foreigners

Q—You say that in March you drafted off a certain number of people to Kaira. Were those foreigners ?

A—No, Kaira is a British District

Q—Did you draft off people from the north of the Nerbudda to the south of the Nerbudda ?

A—Yes, we drafted about 10,000 persons.

Q—Did they go willingly ?

A—We only sent those who went willingly

Q—Did they remain on the south of the Nerbudda willingly ?

A—Yes

Q—When they got to the south of the Nerbudda did they leave or remain there ?

A—They remained there

Q—Did you supervise the works south of the Nerbudda ?

A—Yes

Q—Can you assure the Commission that those people who went there remained and did not leave the works to wander about ?

A—I can decidedly say so

Q—The accuracy of those statistics depend upon the establishment that you had ?

A—What statistics ?

Q—Those statistics—the maximum and minimum earnings—it depends upon the trustworthiness of the establishment that you had under you ?

A—Yes

Q—Out of your whole establishment how many Europeans had you ?

A—I had one Assistant Engineer and one overseer

Q—You had two Europeans, one a temporary Assistant Engineer, what was his pay ?

A—Rs 450

Q—And one overseer ?

A—Rs 150.

Q—That is the total European staff you had ?

A—Yes

Q—What was the pay of native overseers ?

A—The temporary man got Rs 120

Q—And the supervisors ?

A—They were all permanent

Q—What pay did they get ?

A—Rs 150 to 250

Q—Had you any Staff Corps officers ?

A—Not under my control

Q—How many Staff Corps officers were there in your district ?

A—Three of them.



Q—Can you say that the Staff Corps officers ever visited the works during the distribution of the pay, or how many times in any particular work were they present, they could only be present occasionally?

A—Yes

Q—The amount of credit that may be attached to the statistics you have had prepared entirely depends upon the men that you employed. Were they in all respects satisfactory?

A—I think so

Q—How do you account for the frightful mortality of May?

A—It was due to cholera

Q—What was the number of deaths from cholera?

A—I am afraid I do not know

Q—How do you account for the mortality in July, August and September?

A—It was probably owing to the want of rain and to a certain extent to exposure

Q—Did you look into the kitchens?

A—Only as supervising officer

Q—Under whose direct control were the kitchens?

A—Under the Collector

Q—How did you set about closing your works?

A—As soon as it was decided that a certain work was to be closed we gradually drafted the people away to other works

Q—I see your numbers fell in July from 54,000 to 18,000, how do you explain that?

A—Owing to the advent of rain

Mr. Nicholson—The system in your district was entirely one of large Public Works?

A—Yes

Q—No small works?

A—None, except those that were carried out by the Collector.

Q—Can you tell me the number of works that were under the Public Works?

A—54

Q—And the amount of money spent?

A—Rs 25,74,000

Q—Of that how many were actually completed?

A—They were practically all completed

Q—And they consisted largely of irrigation works?

A—Tanks

Q—Was the Broach tank one of them?

A—Yes

Q—Can you tell me whether it is correct that the cost of hutting and conservancy and water-supply on the Broach tank came to something like half a lakh of rupees?

A—I have not got the figures of that particular work, but it came to 13 per cent for the whole district

Q—That is for hutting?

A—Hutting only

Q—For water-supply, conservancy and medical charges?

A—Conservancy and medical charges 34, water-supply 38

Q—Then all that would be saved if the works were carried out by small works in the villages?

A—Yes

Q—Do I understand from your last answer that you would approve of a number of small village works, but for the difficulty of organizing them?

A—Yes

Q—Have you considered whether it would be possible to introduce the system of selection?

A—No

Q—Do you know anything about the system of gratuitous relief in your division?

A—No

Q—What is the chief difficulty of organizing small works?

A—The difficulty of having efficient supervising staff

Mr. Bourdillon—You say you think the wage scale is too small, that diggers ought to get 20 *chhatals* and others 15 *chhatals*, but you go on to say that the people in Broach are less hardy than elsewhere and they fell off in condition?

A—My contention is that the task that has been prescribed is too stiff

Q—But you say that 66 per cent earned the maximum were they not able to do the task without suffering?

A—I think it did tell rather hardly on them

Q—Had you any complaints from the employers of labour that your works were so attractive that the labourers did not come back to the fields?

A—Not one.

Q—Did the men who returned to their villages complain that they could not find work?

A—They did not get much work

Q—Did they all come on to gratuitous relief?

A—I believe the gratuitous relief numbers went up very rapidly

Q—Were any of your works closed in anticipation of the rains?

A—No.

Rao Bahadur Syam Sundar Lal —Did you ever supervise the payments yourself?

A—Yes.

Q—Did you hear any complaints about the people not getting the full wage?

A—I did not get any complaints, the people complained, that the wage was not enough for them

The President—You told me that the people who came upon your works were Bhils and Kolis and labouring classes, were they hill Bhils or plains Bhils?

A—Plains Bhils

Q—Did the Bhils come on freely to your works?

A—They came of their own accord

Q—Did you find that they kept to themselves, or that they mixed freely with the other labouring classes?

A—They mixed freely

Q—Was there any fixing of a particular wage for the Bhils in your district?

A—No

Q—You had no difficulty whatever in dealing with the Bhils?

A—No, our Bhils were of quite a different class to those elsewhere

Q—Your works were mostly earth-works, either roads or tanks?

A—Yes

Q—Were the tanks much used?

A—The tanks were used for drinking purposes

Q—Were they village tanks or public tanks?

A—Village tanks

Q—When cholera broke out in your works what did you do to stop it?

A—We scattered the camps all over the work, there was a distance of about a furlong between each camp

Q—When cholera broke out in your camp, did you remove them three or four or five or seven miles away?

A—No

Q—You had not a reserve of village works to fall back on?

A—No

Q—So that when cholera broke out you simply endeavoured to clean the wells and provide sanitary improvements, but kept the people where they were?

A—Yes

Q—You say that the people of Gujarat are soft people what was the task you expected them to do? Take the ordinary case of a digger and two carriers, what was the task?

A—One hundred and sixty-five cubic feet

Q—You say the Gujarati is soft and unaccustomed to labour, and you also say, he is tasked to dig 165 cubic feet! Perhaps in this extraordinarily severe task may be found the explanation of the great mortality shown by the official statistics. The people died like flies. Is this the explanation?

A—[A long conversation followed in which Mr Feidunji Tarapurwala joined, and which the reporters failed to catch. The outcome of it was that the witness Mr Ali Akbar had made a mistake in saying that 165 cubic feet was the digger's task. The question was eventually cleared up by another witness.]

#### MR ALI AKBAR (Re-called)

After further explanations about the task, witness said—

I should like to say a word about the mortality. The figures for the number of persons taken in this calculation were for the workers only, and did not include those kept in the kitchens, and those figures are with the Collector, and he has not yet communicated them to me.

The President—That is an important modification. Do you wish to correct the figures as far as workers are concerned? On your works there were the actual workers and the children and dependants fed in the kitchens?

A—The death-rate I gave you includes deaths among the workers and among the dependants and children, but the figures from which we calculated the percentage were wrong because to them ought to be added the children and dependants.

Q—Then the percentages are worthless?

A—Altogether worthless.



*Answers by Mr Ali Akbar, Executive Engineer,  
Surat and Broach, to the questions drawn up  
by the Famine Commission.*

Broach Collectorate

*Question 3* —(a) 37·65" average of the last 20 years, (b) 8 29", 22 per cent, (c) in July, August and September there was practically no rainfall, (d) the whole of the rainfall was during these months

8.—Local Fund test-works were first started by the Civil agency When a large number of people began crowding on to them some further test-works on piece-work system were commenced by the Public Works agency on the 4th of September, and the Civil agency works were gradually closed. From these the extent of the distress was soon gauged and regular relief works on large scale had to be commenced.

The following figures will show the rapidity with which the number of relief workers increased during the first eight weeks —

Week ending	9th Sep tember	16th Sep tember	23rd Sep tember	30th Sep tember	7th Octo- ber.	14th Octo- ber	21st Octo- ber	28th Octo- ber
Number of workers	212	1,154	2,296	3,786	6,263	10,398	17,106	22,101

9.—Gujarāt is excluded from tracts liable to famine, and therefore the famine programme was meagre. (a) Yes It consisted principally of drainage channels and reclamation for which rough projects were ready, and these being in suitable localities were first commenced. (b) No.

10.—Large public works The famine programme being meagre a consultation of the local Revenue officers and myself was held and a list of large works selected. The small village works in this district would consist of village tank excavation which can be undertaken at any time and were included in lump sums in the famine programme.

14.—Irrigation wells can be made in most parts of the district except in Bāra villages, but the supply of water is so small that irrigation cannot be practised on a large or remunerative scale. The depth of water was about 45' to 55·15'

15.—Please see answer to the 8th question.  
Fam 47—1

16.—Test-works were carried out on piece-work system. Statement I gives the table of rates at which work was exacted. The same task was taken from all irrespective of sex or previous occupation.

17.—Yes. The maximum earning of a week was fixed at 25 per cent higher than six days' Code wages. There was no minimum, nor was any allowance given for a rest-day or dependants.

18.—Acute distress and rapid increase in the number of workers.

19.—Large public works.

20.—Under the Public Works agency. The following scale of establishment was prescribed —

- 1 Mukádam for a gang of about 50
- 1 Kárkun for 5 to 6 gangs
- 1 Maistry or measurer for about 1,000 workers
- 1 Cashier for paying from 1,500 to 2,000 persons
- 1 Subordinate for 5,000 workers

In addition to this for general control sub divisions were formed consisting of one or two tálukas in charge of which an Assistant Engineer or a senior subordinate was placed.

The establishment was engaged as required, but the subordinate establishment was not fully available and one sub-overseer had to be placed in charge of and to manage as many as 10,000 persons and more.

There was never any delay in opening works and all the tools and plant were obtained in good time.

21. Each work formed a separate charge, the maximum number on which was fixed according to its capacity. As soon as this maximum was reached a new work was started.

22 —Yes. The establishment for professional work is given in No. 20. In addition to this there was a Civil Officer and a Medical Officer and the requisite staff of káikuns, etc., in accordance with the size of the work. Complete set of hutting as laid down in the Code was provided, and the instructions given in Appendix IV for conservancy and sanitation were carried out. As regards water-supply, it was obtained from wells specially protected from contamination by a fence and a guard. For distribution water was kept in a row of large earthen chatties embedded in the ground and protected from the sun, and a special staff of women of different castes employed for the purpose. Every work had a bazár supervised by the Civil Officer. Hospitals were established on the works for treatment and one or more mukádams kept to

go round the camp to find out cases which required attention.

23 — Yes. There was no other system of selection. Drafting from one work to another was resorted to and compulsory residence insisted upon.

24 — The size of works and local circumstances varied to such an extent that no definite opinion can be formed, but taking the number of relief workers to the north of the Narbada at the time of acute distress at about, say, 80,000, area at 1,170 square miles, population at 270,787 and eight works of 10,000 persons each, one work would serve an area of 146 square miles and a population of 33,848 souls. These figures would vary according to the density of population in different parts.

Generally speaking people did not show much reluctance to go to distances up to ten miles from their homes.

25 — No. The tasks were prescribed and professional matters settled in the Public Works Department.

26. — Yes. Mámlatdárs' kárkuns at first and then graduates and European subordinates from other departments. The salary was paid by the Collector. The local Public Works representative was considered the officer in charge of the work.

Yes. The Civil Officer had the authority.

27. — No. The tasks were entirely under the control of this department.

28. — The gangs were as far as possible formed of family groups and of persons from the same village, but people from different villages did not give much trouble in working together. The number in each gang varied from 50 to 60.

29 — The classification is the same as that recommended by the Famine Commission of 1898. The wage scale varies from that recommended in the following cases —

Diggers get 19 chatáks instead of 20, working children 10 maximum and 7 minimum instead of 8, and nursing mothers one pice extra instead of 5 chataks (or say 2 pice).

(a) For this district, in my opinion, from an administrative point of view the reduction is on the wrong side, and the diggers and nursing mothers should get 20 and 5 (extra) chatáks, respectively. On the other hand, the standard of task for the wage is too severe and ought to be reduced.

The people of Broach, as compared to those of Khándesh in which district I served in the last famine, are decidedly inferior in their ability to stand exposure and hardship, while their standard of living is better and they can earn more wages in

ordinary times and work less continuously. To these causes may be attributed the slight deterioration in the condition of the workers after they had been working continuously for some time.

(b) From economical point of view no doubt there would be some slight increase of expenditure, but I think it would be fully justifiable

30—I think the classification worked quite satisfactorily and I would recommend no change

31—Please see 8.

The drainage channels, which were commenced on piece-work system, were continued on the same system till completion, even after the large tank works were begun on the Code system, and in so far the two systems may be said to have been carried on simultaneously. On the same work only one system prevailed

32—When acute distress prevails, I am decidedly of opinion that any system of payments purely by results is unsuitable. The Bombay Code system has worked most satisfactorily. It provides a safeguard in the shape of a minimum against insufficiency or inefficiency of establishment or when the worker is in a weak condition, on the other hand it gives full powers to the superior officers to deal with cases of contumacious idleness.

33—The tasks at the outset were as given in Statement II, it is combined from those prescribed in the Bombay Code of 1896, Appendix II, for A Class. The same task was demanded from all except those who were formed into weak gangs. No allowance for distance was made

The tasks were modified by a general order of Government—Government Resolution No F—538, dated the 5th of March 1900—table of which (Statement III) is attached for ready reference. They conform to the method of calculation recommended by Mr. Higham and are more severe than those given in Statement II

34—For non-working persons where people have to do no work the scale seems adequate, and the dependants and children improved in condition after they had been fed in kitchen for some time, but in the case of workers who had to perform a fairly severe task continuously the rate is, I think, inadequate. Reasons are given in 29 (a). No case of saving came to my knowledge. I understand that the greater portion of the copper coins did return to the Baniyas on the works.

35—Rest-day wage was given. I think this method is far better as it gives the worker the necessary rest and time to attend to his private business.

36—I do not consider the minimum wage too high and fining should be restricted to it except in the case of contumaciously idle persons.

37—Minimum wage was allowed on all the works carried out on the Code system and penal wage was adopted in special cases only.

38—Payment was made once a week (for exception see 39) I do not consider frequent payments either desirable or practicable except at increased cost. It is undesirable as it would take up a great deal of time of establishment as well as the workmen, who would consequently do much less work, and it would not be possible for the superior staff to check the payments more frequently, so that the chances of fraud would increase.

39.—When people first came to a relief work they were paid daily for the first three days, and then twice bi-weekly and afterwards weekly. No. Not seriously except in a few cases here and there, in which people ran away from the work.

40.—Payment was made to the individual; the other method was tried on a small scale on the piece-work system, but constant complaints lead me to consider that the best course is to pay individually.

41.—Generally the fining being restricted to minimum wage the figures in the table below are for such wage.—

Week ending	Total number of workers	Number getting full wage.	Number fined between minimum and maximum	Number getting minimum	Total number fined
1	2	3	4	5	6
Broach Reservoir (Broach)					
10th February 1900	168,408	116,022	} Details not available		52,386
17th February 1900.	166,455	141,939			24,516
Tankára Tank (Jambusar Taluka)					
3rd March 1900.	72,658	56,350	} Details not available		16,308
10th do.	72,439	59,491			12,948
17th do	61,570	50,650			10,920
Broach Reservoir (Broach)					
31st March 1900.	91,897	89,235	2,297	365	2,662
7th April 1900	79,494	73,901	3,961	1,632	5,593

42—The system E described in paragraph 212 of Famine Commission Report was in force at the commencement of the famine on test-works.



43 —The maximum wage earnable was 25 per cent. higher than the Code (see 17).

This was given with a view to provide for children, dependants and rest-day wage.

44 —No

45 —Payments were made on bills in the name of ganger showing the totals of presence, but a muster was kept for guidance on the work. Under the circumstances Code system could easily be introduced

46.—By the Revenue Department and communicated to the officer in charge of the work. As the Reckoner gives variation of wage basis in lbs., fractions of half and under were omitted and over half were taken as 1 lb.

47.—All the operations connected with the opening of a new relief work naturally fell to the lot of this department. Consequently a very careful watch had to be kept and requirements forecasted. On all the works a maximum number of workers was fixed, this maximum was fixed as high as possible, consistent with undue overcrowding, so that the number of works may be small. From every work a daily card was submitted to me simply showing the number of workers on each work. This enabled me to forecast with a certain amount of precision the probable date when a new work would be required in each taluka. The date of opening was immediately communicated to the Collector with a view to obtain the necessary sanction. Sanction to plans and estimates was generally obtained beforehand, but in some cases the work was commenced in anticipation. However, in every case plans and estimates were ready before commencement. The works were arranged by talukas and each Sub-divisional Officer was provided with a surplus stock of tools, baskets, hutting materials, etc, etc. A certain number of extra hands, such as cashiers, measurers, karkuns, were also kept up for training purposes. Several days before the opening of a work construction operations were commenced. Sites for various purposes were selected. Huts for establishment, hospital, offices, kitchen, Police guard, etc, and for a fairly large number of relief workers were put up. A working plan was prepared from which blocks were pegged out, locks pitted and numbered. Wells for water-supply were examined, repaired, cleared out and fenced in, and where necessary kacha wells were dug, a site on the bank of the tank was selected for distribution purposes and large chatties were embedded in the ground in rows and protected from the sun. Trenches for latrines were dug and separate places assigned for males and females having a wall of matting. Tools and baskets were brought to the work and kept in readiness.

The Special Civil Officer arrived on the scene of action at about the time of opening of a work.

the Hospital Assistant and Police guard soon followed. Drafting from other works was commenced and at the same time notices were sent round to the Mámílatdár of the táluka and the adjacent village officials of the opening of the work. As for the new-comers a flag in a prominent place was put up where they were admitted. They were then classified, formed into gangs, mustered, provided with tools and baskets and the pit on which they had to work was assigned. On the day of arrival, no matter what time they arrived, they were given full wage in cash by a cashier kept for the purpose. This full wage was continued for the first ten days without regard to the work turned out, so that new-comers may get used to their new surroundings and work.

For marking out and measuring, the measurer or maistry was held responsible. He worked with the help of kárkuns. A board was put on each pit on which a printed paper in vernacular was pasted and daily the kárkun entered the number of workers, the work set and the task performed. The task for the day was pegged out on the ground by the maistry and the gangman was shown and held responsible for its due performance. The work done was totalled up at the end of the week and checked by maistries and subordinates. From these the wages of each gang was calculated and according to the amount of work done, the fines, if any, were entered in the muster. The muster when complete was checked by another kárkun and submitted to the officer in charge of the work, who handed it over to one of the cashiers for payment after countersigning. The cashier made payments. He was enjoined to make them in presence of the mukádam of the gang, the kárkun and the maistry whose signatures he had to obtain on payment of each muster. The payments were sometimes checked by subordinates and officers of this department and occasionally by the Special Civil Officer.

The dependants were fed in kitchen. Other arrangements, such as conserving water-supply and hospital requirements, have already been described.

#### 51.—No

68.—Dependants were, at the beginning of famine on some works, given cash payments till kitchen was opened, but as a rule dependants were always fed in kitchens.

87.—The number did exceed 15 per cent. It was at the time of highest pressure as much as 27 per cent. The reason for this, I think, is the intensity of distress caused by a continuation of three or four bad seasons and the complete failure of and want of fodder for cattle. It may also be partly attributed to influx from Native States.

88.—I do not think that it was either excessive or defective.

89.—All kinds of labouring classes and, as far as I know, all classes of cultivators also.

90.—There was no former famine in this district.

92.—Yes I think so.

93.—Answered in the above question.

96.—On relief works fairly pure and sufficient water-supply was always provided, and I do not think that water-supply had anything to do with increased mortality on them. Wells were disinfected by permanganate of potash from time to time as necessity arose.

97.—On the works elaborate sanitary arrangements and precautions as laid down in the Code were taken. They were carried out under the instructions of the District Medical Officer and supervised by the Hospital Assistant, the Special Civil Officer and the officer in charge of the work.

98.—The grain shops were under the supervision of the Special Civil Officer and were regularly inspected by him. In some cases inferior and unwholesome grain was found and the sale was immediately prohibited.

99.—There are no wild products in this district.

100.—This is a very difficult question to answer. Statistics give roughly a percentage of 8, but a large number who came from Native States gave false residence so that they may not be sent back.

105.—I did not hear any complaints of this kind.

108.—To my knowledge the provisions of the Famine Code have not been departed from.

109.—Not in this department.

110.—I do not consider non-professional agency of any use to this department.

111.—(1) (a) No change in the system of work was made.

(1) (b) The system of tasking was changed and the tasks prescribed in Public Works Department Government Resolution No 1—538 of the 5th March 1900 were introduced which are somewhat more severe.

It is impossible to say whether this had any effect in reducing the number of relief workers as at about the same time scale of wages was lowered.

(1) (c) The scale of wages was reduced by about 25 per cent. as a tentative measure under orders of Government (Famine Department)—Government Resolution No 788, dated the 9th of February 1900, —on works to the north of the Narbada. This

had the effect of reducing the number of relief workers as will be seen from the following figures —

No of workers	Week ending
94,880	24th February
95,169	3rd March
89,586	10th March
86,945	17th March
75,719	24th March
72,749	31st March
68,151	7th April
61,956	14th April
54,198	21st April
64,787	28th April
67,789	5th May
70,274	12th May
59,810	19th May
60,149	26th May
46,481	2nd June
61,711	9th June
54,230	16th June
63,131	23rd June
58,907	30th June
39,076	7th July
68,724	14th July
59,234	21st July
61,642	28th July

The Code wages were restored under orders contained in the Famine Department Government Resolution No 2099 of the 25th April 1900, but the number did not go up to its original figures. This was due to the drafting of the Native State and other district people to the extent of about 7,000 to their own places, cholera scare and near approach of monsoon season.

(1) (d) The mode of fining as prescribed in Public Works Department Government Resolution No r—581 of the 9th March 1900 was introduced after the passing of the orders. Formerly fining was in proportion to the less work done in which variations of 5 per cent were taken into consideration. Whether the change of system had any effect upon the number of workers it is impossible to say, but I am strongly in favour of the former system as it worked quite satisfactorily. I consider that the great variations are liable to make workers either overexert themselves in the evening and work late when they have nearly completed the task or make them idle and give up all efforts to do more work.

(1) (e) As the tests were introduced practically from the beginning no effect was noticed.

2—The death-rate statistics are kept by the Collector and are not communicated to me.

I understand that numbers in the poor-houses and on dole increased considerably.

112.—I think the question can be answered in the affirmative. These are the necessary evils of a famine. Village works would no doubt do away with most of them, but the cost would be very great, and I do not consider that it would be practicable either to organise them or to exercise any proper supervision over them, and that a very large proportion of the population would crowd on to them. Under the circumstances I am unable to recommend any change, and I think that the present system of organisation of large works is all that can be done.

ALI AKBAR, A.M.I.C.E.,

Executive Engineer,  
Surat and Broach.

## STATEMENT I.

*Piece-work rates in annas per 100 c ft of excavation in black or yellow soil.*

Lead	Lift	Rate of Towāri									
		12	13	14	15	16	17	18	19	20	
Over 0	5	7½	7	6½	6	5½	5	5	4½	4½	
100	0 to 5	11	10½	9½	8½	8½	8	7	7	6½	
Over 0	10	11	10½	9½	8½	8½	8	7	7	6½	
100	5 to 10	15	14	13	12	11½	10½	10	9½	9	
Over 0	15	15	14	13	12	11½	10½	10	9½	9	
100	10 to 15	19	17½	16½	15	14½	13½	12½	12	11½	

Rate in annas per 100 c.ft

N.B.—The total has been calculated on the basis of A Class tasks prescribed in Appendix III, page 51 of Lamine Relief Code of 1896, the proportion assumed being 1 man, 1 woman and 1 working child.

## STATEMENT II

*Excavation in black or yellow soil.*

*Table of tasks for Brouch District at the outset*

Lead	Lift	Class I	Class II	Class III
Over 0	0 to 5	60	40	20
100		40	27	13
200		30	20	10
300		24	16	8
400		20	13	6
500		17	11	6
Over 0	5 to 10	40	27	13
100		30	20	10
200		24	16	8
300		20	13	6
400		17	11	6
500		15	10	5
600		13	9	4
700		12	8	4
Over 0	10 to 15	30	20	10
100		24	16	8
200		20	13	6
300		17	11	6
400		15	10	5
500		13	9	5
600		12	8	4
700		11	7	4
Over 0	15 to 20	24	16	8
100		20	13	6
200		17	11	6
300		15	10	5
400		13	9	5
500		12	8	4
600		11	7	4
700		10	7	3

## STATEMENT III.

*Table of tasks for excavation in black or  
yellow soil*

[Government Resolution No F—538, dated the 5th March 1900]

Combined lead and lift H + 12 V	Class I	Class II	Class III
50	71	47	24
100	58	38	19
150	48	32	16
200	41	28	14
300	33	22	11
400	26	17	9
500	22	15	7
600	20	13	7
700	18	12	6
800	16	10	5
900	13	9	4
1,000	13	9	4

ALI AKBAR, A.M.I.C.E.,

Executive Engineer,  
Surat and Broach.

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2

*The President*—What were the *rabi* and *kharij* during the famine like? Out of a 16-anna crop, what were they?

A—A six-anna crop

Q—There was pressure, but not a total failure?

A—Yes

Q—Had you village relief?

A—Yes, doles

Q—Had you any kitchens?

A—Yes, there were kitchens

Q—In villages or on public works?

A—In villages. There was one kitchen on public works

Q—How many public works were there in your *taluka*?

A—One

Q—Was that managed by the Public Works Department?

A—Yes, entirely

Q—Was there a Civil Officer attached?

A—Yes

Q—What were the duties of the Civil Officer?

A—To look after the bazar and supply of grain

Q—The sanitation, too?

A—No, that was looked after by the Public Works Department

Q—Was it within the competence of the Civil Officer to come on to works and make enquiries as to the wages of labourers, and so on?

A—No

Q—Did you ever make a tour of your *taluka*?

A—Yes

Q—Did you ever go on to public works and make enquiries?

A—Yes, I occasionally made enquiries

Q—Did you enquire whether there were any complaints?

A—There were complaints about hutting

Q—Did you ever hear any complaints regarding the payment of wages or measurements of work?

A—I did not hear complaints about that, but the labourers said the wages they received were not sufficient for their maintenance.

Q—Were there any complaints that they did not get the full wages that they had earned?

A—I didn't hear that.

Q—Were you ever present during the measurements by the Public Works Department on works?

A—No, the Revenue officers had nothing to do with that.

Q—Do you mean to say that as *mamlatdár* of your *taluka* you could not go upon the works and make enquiries whether the people had been properly paid, and so on?

A—The Collector did not give instructions for that to be done

Q—Did you control the gratuitous relief?

A—Yes

Q—What was your organization for village relief?

A—There was the village accountant

Q—What do you call him?

A—A *telati*, and there was the *patel*, the *awal karkun*, the Circle Inspector and the general duty *karkun*

Q—Have you got all these officers in ordinary times?

A—Yes

Q—Is there a *narb mamlatdár*?

A—He is called *awal karkun*

Q—The Circle Inspector looks after the agricultural statistics?

A—Yes

Q—Were these officers strengthened during the famine?

A—I left the *taluka* in April. As long as I was there my establishment was not strengthened, but subsequently it was.

Q—Where did you go?

A—I went to the *Viramgaon taluka* in the Ahmedabad district

Q—There was not very much pressure in your district up till then?

A—No.

Q—Did you draw out any village list?

A—Yes, I did it myself, the Collector had ordered the *mamlatdárs* to do it.

Q—How many villages are there in your *taluka*?

A—96



Q—Were you able to visit all ?  
A—Yes  
Q—And did you call the respectable people of the village together and consult with them ?  
A—I called the *patel* and *telat* and made enquiries  
Q—Did you make any little *panchayat* for the purposes of relief ?  
A—Yes, I formed a *panchayat*  
Q—Did they control the administration of relief in the villages ?  
A—Yes  
Q—Had they to be present at the distribution of the doles ?  
A—Yes  
Q—What class of people did you get on the lists ?  
A—Poor people, such as *Dogras*, etc  
Q—Had they nothing else ? Was it only on the ground of their poverty ?  
A—Yes, at the beginning  
Q—Were they beggars ?  
A—There were some beggars and some people of reduced circumstances  
Q—Did the Inspecting Officers also add people to the lists ?  
A—Yes, and the general duty *karhun* and the chief constable  
Q—Then you allowed the police also to interfere and bring on people ?  
A—Yes.  
Q—Who else had the power ?  
A—The Circle Inspector, the *awul karhun*, the general duty *karhun*, the Police Inspector and the chief constable  
Q—Did you report from time to time what people had been brought on to the list ?  
A—Yes  
Q—All these people acted on their discretion, did they ?  
A—Yes.  
Q—When did you leave the *taluka* ?  
A—At the beginning of April.  
Q—So long as you remained in the *taluka* the mortality was not very great, but it was more than double the usual mortality ?  
A—This was due to foreigners having come to the *taluka*  
Q—From Native States ?  
A—They were not generally from Native States but from Kathiawar  
Q—Can you give any idea of the numbers that came in ?  
A—No, I cannot  
Q—Would you say 10,000 to 12,000 came ?  
A—Yes  
Q—Did they come to stay ?  
A—They passed right through and succumbed on the way.  
Q—Were any poorhouses established in your *taluka* ?  
A—No  
Q—Is there any agricultural indebtedness in your *taluka* ?  
A—Yes  
Q—Surat is not under the Deccan Relief Act ?  
A—No.  
Q—What is the pressure of revenue per acre on the soil, can you say ?  
A—There are three classes of land, *jarrat* (dry), *kaddi* (rice) and *bhaggayat*  
Q—On *jarrat* what is grown ?  
A—*Kodra*  
Q—How many maunds of *kodra* would you get from an acre of *jarrat* land in an average year ?  
A—20 maunds  
Q—How does it sell at harvest time ?  
A—12 annas a maund, i.e. Rs 15.  
Q—What would the *karbi* sell for ?  
A—Rs 2.  
Q—That gives you Rs 17 ?  
A—Yes  
Q—No other crop is grown upon this land ?  
A—No  
Q—What proportion of your *taluka* does *jarrat* land cover ?  
A—9,000 acres of the whole *taluka* of 133,000  
Q—What is the cultivated area of your *taluka* ?  
A—66,000 acres  
Q—Well, the 9,000 acres will be about 15 per cent ?  
A—One-seventh  
Q—Now what proportion of the 66,000 acres does *kaddi* cover ?  
A—19,000 acres  
Q—That would be about 30 per cent ?  
A—Yes

- Q—How many maunds of rice would there be from an acre of *laddi* ?  
A—About 30 maunds of *dhān*  
Q—What does *dhān* sell per maund ?  
A—One rupee per maund  
Q—What is the price of straw ?  
A—Rs 3  
Q—Therefore you will have Rs 33 on the gross produce ?  
A—Yes  
Q—*Bhaggayat* is the most valuable ?  
A—Yes, it grows sugarcane  
Q—How much does *bhaggayat* cover ?  
A—Between 4,000 and 5,000 acres  
Q—That is a very small percentage, about 6 or 7 per cent ?  
A—Yes  
Q—Then what is the remainder ?  
A—*Nagli* covers about 9,000 acres, *ie* about 14 per cent  
Q—What will be the value of an acre of *nagli* ?  
A—About 25 maunds  
Q—What would that be worth ?  
A—About Rs 25  
Q—Are there any bye-products, anything from straw and *larbi* ?  
A—Rs 2  
Q—That is about Rs 27 ?  
A—Yes  
Q—And sugarcane ?  
A—In an average year sugarcane would give Rs 100 per acre.  
Q—For *jarrat* land what is the average rent ?  
A—Re 1 to Rs 4  
Q—What would be the average ?  
A—Rs 3.  
Q—That will give you 16 per cent incidence on the gross produce ?  
A—Yes  
Q—What will be the rent payable for *laddi* land ?  
A—From Rs 6 to Rs. 13.  
Q—What will be the average ?  
A—Rs 9  
Q—That will be 25 per cent ?  
A—Yes  
Q—What is the rent you paid for *bhaggayat* land ?  
A—Rs 13 to Rs 24.  
Q—With an average of ?  
A—About Rs 20  
Q—That would be 20 per cent ?  
A—Yes  
Q—As regards the other classes of land they covered 25 to 30 per cent of the gross  
acreage What is the produce of an acre of *nagli* ?  
A—25 maunds, the price would be Rs 25  
Q—Then there is something for bye-products ?  
A—The straw fetches nothing  
Q—What will be the rent ?  
A—Rs 6 on an average  
Q—It will be higher than on *nagli* land ?  
A—About the same  
Q—I make out 16 per cent on the *jarrat*, 25 per cent on the *bhaggayat*, 20 per cent  
on the next, and something about that on the lowest.  
A—About 25 per cent on the whole  
Q—I have figures given to me which make out the incidence in the Surat district at  
12 91 of the gross produce, that is  $\frac{1}{3}$ th of the whole Do you think that is too low or too high ?  
A—I think it is too low  
Q—Other gentlemen have said the same thing Would you think it would fall between  
12 91 and 25 per cent ?  
A—Yes, something between the two.  
Q—Can the people in ordinary times pay this Government revenue without much diffi-  
culty ?  
A—There is a great deal of difficulty in collecting revenue even in ordinary years  
Q—Did they give it this year, or get their money-lenders' to pay it ?  
A—In some cases money lenders paid it  
Q—What is the rule ?  
A—The money-lenders paid one-third of the revenue.  
Q—Do you think about one-third of your people are indebted ?  
A—More than one-third.

Q—Has the land passed into the hands of money-lenders?

A—Virtually it has, but on the records the land is shown as in the possession of the cultivator, it is mortgaged to the *sowcars* generally

Q—Does the *sowcar* wish to get possession, or does he prefer to remain in the position of mortgagee?

A—He prefers the position of mortgagee

Q—Why is that?

A—If he got possession of the land he would not get as much from the cultivator.

Q—For what reason?

A—Because the ordinary rate of interest in my *taluka* is 12 to 18 per cent.

Q—What he gets from the cultivators is not the rent of land, but interest on money?

A—Yes

Q—What proportion of the gross produce does a *sowcar* take from the tenant as an ordinary rule?

A—It is more than half

Q—Do the tenants like to keep their names on the register?

A—Yes

Q—Why is that?

A—They like to have some profession. If the agriculturists lose their lands they cannot do anything else

Q—In recent years has there been a large crop failure in your *taluka*?

A—Yes

Q—Out of 10 years in how many years have you had excellent crops?

A—I have been in the *taluka* for 3 years and in these there has been great crop failure

Mr Nicholson—What is the average outturn of an acre of sugarcane land?

A—About Rs 60

Q—Did you yourself visit all the 96 villages when putting people on to gratuitous relief? How long did you take to go round?

A—About 20 to 22 days, I might have left out a few

Q—You were able to satisfy yourself that the persons on gratuitous relief were persons who required it?

A—As the matter had to be started I prepared the register and the officers who were following me made alterations or additions

Q—Did you arrange any organization for the giving of gratuitous relief and form a village *panchayat*?

A—Yes, I formed a *panchayat*

Q—Were they instructed to report to you when additional persons were put on?

A—No, our Inspecting Officers visited the villages from time to time

Q—Would it have been more difficult to prepare lists showing the persons who required to be brought on to village works than persons requiring gratuitous relief?

A—Yes

Q—Why?

A—Because the lists would have been more elaborate. If they had been similar to the dole lists there would not have been more difficulty

Q—Could small village works have been carried out?

A—Yes, that is my opinion

Q—What is your opinion comparing them with large works?

A—My opinion is that village works are preferable

Q—In what way?

A—They are preferable in every way, in respect to the health of the people and also in respect to their convenience

Q—As regards the convenience of the people, if that be considered, would it not be likely to result in persons coming who need not have come to works? Was that your experience?

A—Yes

Q—And you say you would prefer them?

A—There must be some test, some officer must be appointed and told to find out such persons

Q—Then you would introduce the principle of selection?

A—Yes

Q—And do you think that is possible?

A—Yes, if there is a sufficient establishment

Q—Which would be more economical, village works or large works?

A—Village works are more economical

Q—Would they be of much utility?

A—Yes. There were two tanks dug and several tanks cleared that had silted up. If at such times tanks are made they will greatly benefit the people

Q—They will be more productive to both people and the Government?

A—They will be more productive to the people

Q—You would not be able to bring more land into cultivation?

A—No, they would improve the yield of lands which at present yield nothing or a very small amount

Q—Did you ever go on to works and ascertain how much people were getting?  
A—No, because my enquiries would have been of no use the works were entirely in the hands of the Public Works I did occasionally make enquiries  
Q—And what did the people say?  
A—It was said a mule digger got 2 annas 3 pie and the woman got 3 pice less  
Q—At what time of the year?  
A—In the month of March  
Q—What was grain at then?  
A—About 18 pounds  
Q—Had you reason to believe that they were speaking correctly?  
A—I didn't believe they were speaking correctly  
Q—You didn't see the money in their hands?  
A—No  
Q—Did they make complaints to you about the amount of the wages?  
A—No  
Q—Did they make any complaints that they did not get the full wage they had earned?  
A—They said that *mistris* and *larkuns* used to take out some of it  
Q—As a weekly fee, or at entrance, or how?  
A—They only took it occasionally If they had taken it always there would have been many complaints  
Q—What are the dates of the *list* in your *taluga*?  
A—10th of January and 10th of March  
Q—What is the amount of the assessment?  
A—Rs 2,52,000  
Q—What was the amount suspended?  
A—Rs 12,000  
Q—How was suspension effected?  
A—Simply those who didn't pay were allowed not to pay  
Q—And how were the others made to pay?  
A—In my *taluga* there was a good crop of grass, people made money from the grass, and they were able to pay  
Q—Willingly?  
A—No, willingly they never pay even in good times a little persuasion is always necessary  
Q—Has the area cultivated this year been up to the normal?  
A—The cultivated area is up to the normal, but there has been failure of crops  
Q—There was no great loss of cattle?  
A—No, because there was grass  
The President—What was the cause of the mortality in March?  
A—It was owing to the immigrants  
Rao Bahadur Syam Sunder Lal—Regarding your village tanks, you said they could only be repaired?  
A—Yes  
Q—Cannot you enlarge them?  
A—No, because the land near the tanks belong to private persons and not to Government.  
Q—You say you made enquiries occasionally, but never made enquiries on the works themselves Why was that?  
A—I had very little to do with them



*Replies by Rao Saheb Waman Shivaji Nābar,  
Māmlatdār of Bulsār, to the questions drawn  
up by the Famine Commission.*

*Question 1*—In May 1899 some rain had fallen in talukas adjoining Bulsār Taluka from which the agriculturists predicted that it being the abortion of rain, the rains in the season would be scanty. These predictions were considered idle

In Bulsār Tāluka, in 1899, the rains commenced on the 10th June with light showers, and presented good prospects of the season. But this state did not continue long. On the 19th June the rainfall was very heavy, it being 10.50 in about eight hours. For three subsequent days the fall was good, but afterwards it became scanty. A statement showing the rainfall throughout the season is appended

The harvests of the two preceding years were not very good, but they were not bad, the yield of the crops being more than 60 per cent.

2—The kharif sowings were about three-fourths of the normal. The normal cultivated area is taken to be the average cultivated area of the last five years from Jamābandi Returns.

3.—(a) The average rainfall of this táluka is 53.74

(b) The actual rainfall of 1899 was 36.97 and it represented 69 per cent of the average fall.

(c) The accompanying table will show that the rains ceased on 12th September.

(d) The rainfall in June, July, August and September was respectively 56, 04, 07 and 01

4—The actual kharif harvest of 1899 bore 30 per cent to the normal harvest on a normal cultivated area

6—The necessity of relief was assumed from the failure of crops and subsequently it was ascertained by the use of tests.

8.—First of all, the digging of a tank was undertaken as a test work to gauge the extent of the distress, and then a large relief work was immediately opened at Palan.

11—The sequence of the relief measures undertaken was as follows —

Test work, private charity in Bulsār Town, poor-house, kitchen on work, kitchens elsewhere

12—About the end of the rains of 1899 the Māmlatdārs were ordered to move about in their

tálukas rapidly to inspect the distribution of doles and also the works executed by aid of takávi. The A'bkári Inspectors, the Chief and Head Constables, the Circle Inspectors and the general duty kárluns were also ordered to inspect the distribution of doles, their accounts and the persons to whom they were given. As regards the inspection of the general condition of the people, the Mámlatdars had to note it in their moves and to submit a weekly report about it to the Collector.

13 —Takávi loans were begun to be given from the time the scarcity began to be felt by the people. They were given under Act XIX of 1883 and XII of 1884. The amount of the loans so given was about Rs 82,000. They were given to the agriculturists for improving their lands, constructing wells and tanks, purchasing cattle and seed and for their own maintenance. They were advanced on conditions set forth in the said Acts and are recoverable in whole.

14 —Irrigation wells can be made throughout this taluka. The average depth below the surface of water on the cessation of the rains in 1899 was from 15 to 20 feet. The digging of wells was encouraged by loans and they were considerably successful, especially as a permanent improvement.

15 —The digging of a tank was first undertaken which was a work of the Public Works Department, and it was conducted under the supervision of that department.

52 —About Rs 2,000 were spent on small relief works and about 1,500 persons were relieved for a time by the aid of this sum.

53 —They were tank excavations.

54 —They were conducted under the supervision of the Civil agency by direct management.

56 —The Code task system was worked. A scale of wages was drawn up to suit the local circumstances and was sanctioned by the Collector. A copy of it is appended. Employment was given to every one who wanted it.

57 —No system of selection of applicants for relief was tried.

58 —There was a small village work of Lalápur near the large public work of Palan, and as soon as the former was opened, the labourers of that and adjoining villages came to it from the latter.

59 —In every village to which I went the villagers requested me to take steps, if possible, to open works in their own village, and I was convinced that their request was reasonable, because the large public work which was opened was in many cases a distance of 8 or 10 miles and even more and it was rather very difficult for villagers to go such a distance leaving behind their huts and cattle which

they could not conveniently take with them. The agriculturists' wealth is cattle, and if they are perforce obliged to neglect them, they are great losers. On large works the workers were obliged to live in huts which are very inconvenient and the poor who have scanty or no clothing are distressed to live in them.

60 —In my taluka there are no aboriginal tribes so to say.

61 —No forest and odder works were opened in this taluka.

62 —No able-bodied persons were engaged at any time on works of private utility at public expense.

63 —No public measures were taken to relieve artisans in their own crafts.

66.—There was not much mortality of cattle, in this taluka as the growth of grass in the rains of 1899 was ample.

68 —On large public works the dependants unable to work were fed in kitchens, and on small works such dependants were given doles or were fed in kitchens, wherever they existed.

69.—Doles were mostly given in this taluka and this form of gratuitous relief was chosen because the others were found inconvenient.

The opening of kitchens requires special establishment, house and utensils which in villages cannot easily be had.

74.—Four kitchens were opened in this taluka, two before and two after the rains. A kitchen was expected to serve only the village in which it was opened. In two cases men from adjoining villages were sent to the kitchens, but no limit was fixed to the radius which they were serving.

75 —The minimum rations fixed by Section 105 of the Famine Code were provided and meals were distributed twice at fixed times. The people were compelled to feed on the premises.

76 —A civil kitchen was opened close to the relief work.

77 —Admission to kitchen was free.

75 —(There appears to be some mistake in giving this number to this question.)

The village gratuitous lists were drawn up by the Mámlatdár and additions and alterations were made in them by the officers mentioned in answer No. 12. They were checked by the said officers and the recipients were inspected at each inspection of these officers.

The Deputy Collector in charge of the division and also the Collector occasionally visited the



villages and inspected the recipients and checked the lists.

76.—The payments were made in grain daily and generally at one place. Those who were too weak to walk to the place fixed for paying the doles, and respectable and pardánishin persons reduced in circumstances were paid the doles at their homes.

78.—Generally Bráhmans were employed to cook, but where the employment of others was not objectionable on account of caste, etc., such men were employed.

79.—The kitchens were in charge of village officers and there was an extra Aval-karkun specially employed to supervise them and also the doles. The Mámlatdár and Circle Inspectors and general duty karkuns also supervised them.

80.—No cheap grain shops were opened in this taluka.

82.—In this taluka out of the revenue of Rs. 2 53,000 about Rs. 11,000 were suspended. Arrangements are in progress to give remissions, but they have not yet been completed.

83.—The revenue which could not be collected by the end of the revenue year 1899-1900 was suspended. In collecting it the general capacity of each individual to pay was taken into consideration. The general capacity was ascertained by the Mámlatdar on his own information and on the information chiefly furnished by village officers.

84.—The suspensions were determined after the collection of revenue began and ended.

88.—As far as my experience goes, the relief by doles was found defective at the beginning, but ultimately by the orders of the Collector attempts were made to bring a large number of really needy persons on the lists.

89.—The people in receipt of relief generally belong to Kohis, Dublas, Dhodias, Naikas and Dhedas. They included State rayats, occupancy tenants and other tenants with security of tenure. Their proportion was about 50 per cent.

91.—As soon as the failure of crops was noticed about the end of the rainy season of 1899, the savkars for the most part stopped making advances of grain to cultivators. Complaints frequently came to me of this. I noticed a reluctance on the part of the people to exhaust their own resources before accepting State relief. They appeared to be ready to accept any relief that came to them from any source.

92.—I consider the tests of the Code are sufficient to prevent persons not in need of relief from seeking it.

94 —The registration of births and deaths rests with the village officers.

95 —At least in 50 per cent the high mortality is attributable to unsuitable and insufficient food. In Viramgam Táluka, where I served from June 1906 as Takavi Mámlatdar, I found diarrhoea prevailing in all villages, which was chiefly due to the people eating rice imported from Rangoon, and I had to move the Assistant Collector in charge of the Táluka to stop the rice being given in doles.

96 —The people did not die owing to impure or insufficient water-supply. Wherever water was found insufficient every encouragement was given to deepen public and private wells, no permanganate of potash was used to disinfect wells except on large public works. I cannot say how often it was used as the resources of water were in charge of the Public Works Department.

97.—On large public works Hospital Assistants were employed to look to the health of the people, wells of drinking water were carefully watched and fenced around to prevent contamination of water. Trenches were dug for privies. Bhangis were employed to clear them. Similar arrangements were made at the poor-house attached to the work. There were no other poor-houses in the táluka. Kitchens were kept clean by village menials. The sanitary arrangements of large works and poor-houses were supervised by a Civil Officer and those at kitchens by village officers. The arrangements were sufficient.

98 —The Civil Officers on large work inspected the shops attached to them and the Mámlatdar and other inspecting officers inspected shop-giving grain for doles. In my inspection I frequently found the shop-keepers selling inferior and unwholesome grain and the pátíl and talátís were chiefly to blame for allowing this state of things.

99.—The people who are in the habit of eating wild fruits and roots used to add them to their doles. They were however scarcely to be had. In Viramgam Táluka I found people using a kind of root locally called *bid* growing in tanks and the effect of this was detrimental to their health. Buffaloes are generally fed on this root.

100 —I did not observe much immigration from Native States, though there was some, but its proportion is not ascertainable.

101 —The figures of mortality among them are not available.

102 —In this táluka, at the end of the famine no orphans were remaining for disposal. In most cases they were made over to their friends.

104 —I heard many complaints about the inability of the Bombay, Baroda and Central India Railway in providing waggons for the despatch of grass. This circumstance however did not affect the prices.

105.—About the beginning of rains of 1900 I had heard several complaints from employers of private labour that the giving of doles prevented them from obtaining labourers. In Bulsár Taluka of late years there has been an increase in the cultivation of jowari and also a decrease in the plantation of sugarcane. This however I hardly think has any bearing to the famine.

107.—The practice of paying wages in grain still prevails in this taluka. There is no tendency to substitute cash for a grain wage.

108.—In Viramgám Taluka doles were given at the commencement of the cultivating season of 1900 to all the dependants of cultivators as well as to the cultivators themselves. I think this is not allowed by the Famine Code, but the measure was quite justifiable in view to bring all lands under cultivation.

110.—No non-official agency was made use of during the famine. I think, however, the members of the Local Board should be called upon to inspect the distribution of doles.

112.—My experience of the Viramgám Taluka has shown me that many people who had gone to work on large works had left their wives and children behind with nobody to take care of them and in several cases I found the wives and children having no attachment to their husbands and fathers. I did not however find any instances of relaxations of moral ties. The opening of small village works will, I think, mend this state of things.

WA'MAN SHIVA'JI NA'BAR,

Mámlatdár of Bulsár.

# 461 TASK—FAMINE RATES

[Man's work = 75 per cent of ordinary work Woman's = two-thirds of man's Child's = one-third of man's, when rate of grain in lbs is between 19 and 20 ]

Dis- tance	Conveyance only										Feca- vation and convey- ance to- gether	REMARKS
	Male			Female			Child			Average cost		
	Multi- plier	Rate	Amount	Multi- plier	Rate	Amount	Multi- plier	Rate	Amount			
20	37	2 as	a p 0 9	•55	1½ a	a p 0 10	1 1	1 a	1 1	a p 0 1	a p 3 11	(1) Cost of digging and filling baskets is constant which is annas 3 per 100 c ft
40	48		0 11	72		1 1	1 4		1 5	1 2	4 2	
60	59		1 2	89		1 4	1 7		1 9	1 5	4 5	
80	69		1 5	1•03		1 6	2 0		2 0	1 8	4 8	(2) One foot vertical height is considered equal to 10 feet distance on an inclined plane
*100	80		1 7	1 2		1 10	2 4		2 5	1 11	4 11	
125	96		1 11	1 44		2 2	2 8		2 10	2 3	5 3	
150	11		2 2	1 65		2 6	3 3		3 4	2 8	5 8	
175	1 2		2 4	1 8		2 8	3 6		3 7	2 10	5 10	
200	1 3		2 7	1 95		2 11	3 9		3 11	3 2	6 2	
225	1 4		2 10	2 1		3 2	4 2		4 3	3 5	6 5	
250	1 6		3 2	2 4		3 7	4 8		4 10	3 10	6 10	
275	1 7		3 4	2 5		3 9	5 1		5 1	4 1	7 1	
300	1 8		3 7	2 7		4 0	5 4		5 5	4 4	7 4	
325	1 9		3 10	2•9		4 4	5 7		5 9	4 8	7 8	
350	2 1		4 2	3 15		4 9	6 3		6 4	5 1	8 1	
375	2 2		4 4	3 3		4 10	6 6		6 7	5 3	8 3	
400	2 3		4 7	3•4		5 2	6 9		6 11	5 7	8 7	
425	2 4		4 10	3 6		5 4	7 2		7 3	5 10	8 10	
450	2 7		5 4	4•05		6 0	8 1		8 1	6 5	9 5	
475	2 8		5 7	4 2		6 3	8 4		8 5	6 9	9 9	
500	2 9		5 10	4 3		6 5	8 7		8 9	7 0	10 0	

\* Example—Man walks 14 miles in a day's work conveying a basket containing one third of a cubic foot for half the distance

•  $5,280 \times 7 = 36,960$  R ft., if the lead is 100 R ft., the trips will be 369 and the quantity carried will be 123 c ft

•  $\frac{100}{23} = 80$  is the multiplier for a lead of 100 R ft and multiplier multiplied by the rate of wages gives the cost of conveyance

## Statement of rainfall in 1899.

Date	June.	July	August.	September	October
	Ins cts	Ins cts	Ins cts	Ins cts.	Ins. cts
1				0 4	
2	.	0 2	..	0 5	...
3		0 10	0 27	0 6	..
4		..	.	0 6	..
5		.	0 31	0 13	..
6		0 2	0 57	0 11	..
7		0 17	0 84		..
8		0 8	0 14	.	..
9		0 2	.....	0 ..	
10	0 41	0 47		0 5	.
11		0 9	..		.
12		0 12	0 10	..	.
13	0 11	0 1	.	.	..
14	.	0 9	0 56		
15	1 23	0 6	0 18	....	
16	1 91	0 4	..	.	.
17	0 95	0 3	0 5	...	...
18	0 7	0 11	0 18	.	.
19	10 50	0 6	0 4	..	...
20	5 50	0 8			.
21	3 29	0 2	0 2		
22	3 50	0 22	0 4	0 28	...
23	1 6				.
24	0 29	.		.	.
25	0 74	0 32	0 1		.
26	0 34	0 2	0 15		..
27	0 21	0 15	0 11	..	..
28	0 2	..	..	.	
29	0 5	0 2	.		.
30	0 11	0 5	0 23	.	
31	..	0 11		...	
Total	29 89	2 48	3 50	0 80	... =36 97

*The President*—Do you know anything about the famine in Guzerát?

A—I was in the Panch Mahals as Special Famine Officer from the beginning of March.

Q—Were you in the Panch Mahals throughout the whole of 1899?

A—No, I joined in July

Q—At all events you joined before the apprehension of famine had become well defined?

A—Yes, they were wanting rain

Q—And they did not anticipate what came about?

A—No

Q—How many villages are there in the Panch Mahals?

A—I am not certain, but there are very few. There are many small hamlets

Q—You left the Panch Mahals in February?

A—At the beginning of March

Q—You began in July to apprehend that there might be a failure of the rains.

When were you quite satisfied for the purposes of your administration that you were in for a big famine?

A—At the beginning of September

Q—Were you Assistant Collector in the Panch Mahals at that time?

A—I was acting Collector till the middle of September.

Q—And then what position did you take up?

A—Then I became Assistant Collector and personal assistant to Mr Stuart, the Collector

Q—In the beginning of September you first felt that there was danger ahead?

A—Before that

Q—You became convinced then?

A—Yes

Q—What is the principal *harif* crop in the Panch Mahals?

A—Maize and *bágra*

Q—Were these crops a complete failure?

A—Practically a complete failure, except for a very little *bágra*.

Q—Was there much *rabi* sown in 1899?

A—None, except what could be irrigated from wells

Q—What proportion of the normal *rabi* area sown is irrigated from wells?

A—I cannot say.

Q.—Is the physical conformation of the Panch Mahals such that much irrigation can be done there from wells?

A—I think about 1½ *talukas* can be irrigated.

Q—Something less than half the district?

A—Yes

Q—In September, when the certainty of crop failure was upon you, was a liberal policy of *tagávi* advances begun?

A—It was not very easy to get the people to take *tagávi*.

Q—You proceeded, I suppose, on the usual plan of giving loans on the security of the holding?

A—Yes

Q—If you ignored the security of the holding, could you have safely advanced a large amount in *tagávi* on the joint and several responsibility of the villagers?

A—I think it is doubtful

Q—The idea is novel?

A—No, the idea is not novel

Q—Ignore for the moment the consideration of the recovery of the money, would it have substantially conduced towards the sowing and bringing to maturity of a good *rabi* crop if money had been largely advanced for the construction of *kachcha* wells in September and October 1900?

A.—I rather doubt it.

Q—Could something have been done that way?

A.—I don't think anything considerable could have been done

Q—How deep is the water level in this portion of the district?

A—The water level is near the surface, about 15 feet below

Q—Then there is nothing physically impossible in the making of the wells?

A—No

Q—Apart from the unwillingness of the people it was possible to make wells on a large scale, and if made on a large scale a considerable quantity of crop might have been secured?

A—It is a question whether it is financially worthwhile to dig wells, the water is insufficient.

Q—If you dig down deep enough you would come to it?

A—Perhaps you could.

Q—Was your grant for *taqāwī* limited?

A—We might have got more if we had spent what we had

Q—The procedure of advancing money on the joint and several responsibility of the villagers has never been tried in your district?

A—No

Q—What was the first step in the way of relief that you took?

A—We opened relief works

Q—Or did you have test works?

A—Yes

Q—When were they opened?

A—At the end of August

Q—Were these test-works on the payment by results system?

A—Yes

Q—We have been told that 25 per cent extra was allowed for dependants?

A—We allowed nothing for dependants, if my memory is correct

Q—You didn't attach anything in the way of kitchens?

A—No

Q—You commenced at the end of August. How many works were opened?

A—About half a dozen

Q—Were they opened under the Public Works Department?

A—No, under the Civil Department

Q—Is the organization in the Panch Mahals the same as in other districts? Have you a District Engineer and subordinates under him?

A—The charge is under the Executive Engineer of another district

Q—I suppose he had a subordinate?

A—Yes, a Sub-Engineer

Q—And he had some other inferior officers under him?

A—Yes

Q—Did you employ these officers in conducting your test-works?

A—No

Q—Were they under the *mamlatdār*?

A—They were local board works

Q—By under what civil agency?

A—Local board officials

Q—Do you mean something in the nature of a Public Works Overseer?

A—Yes, only inferior

Q—These undertook the management of the works you did not open them by means of non-official agency?

A—No

Q—How long did these test-works continue?

A—About a fortnight?

Q—You were satisfied that they showed the necessity of further relief?

A—We were satisfied by them and other indications of the necessity

Q—Then you ordered regular relief works?

A—Government sanctioned two relief works being opened

Q—When they were opened, were all test-works closed?

A—I think they were practically closed, soon afterwards anyhow

Q—Were ordinary relief works on the payment by results system?

A—At first they were on the piece-work system.

Q—Were kitchens attached to them for dependants or children?

A—Not at first, but they were soon opened

Q—Practically the principle of the system was the same as on test-works, or was there any relaxation of terms?

A—When kitchens were opened dependants were provided for in kitchens

Q—How long did your public works go on before you thought fit to attach kitchens to them?

A—I think we had kitchens opened by the middle of October

Q—Before the establishment of kitchens, had you satisfied yourself that the people were growing pinched and emaciated?

A—I don't think we noticed that at that time

Q—Did you establish kitchens in pursuance of the general policy?

A—Yes

Q—That is to say you wanted to establish the intermediate system, as it is called, on your relief works, relief works plus kitchens?

A—Yes

Q—I understand that in October there were kitchens, but no minimum wage?

A—There was no minimum wage at first on the work, but I think the minimum wage was introduced before starting kitchens and then the kitchens were established

Q—And you started kitchens about the beginning of October?

A—I think they were in full swing on the two works by the middle of October.

Q—They continued in that way for some time. How long can you say?

A—I cannot remember when the minimum was introduced.

Q—Was it in force in September?

A—I think after the Godra-Baroda Railway was opened, not in September

Q—You cannot remember when the system was converted into the regular Code system?

A—I don't even know if it was converted

Q—You cannot say if the Code-task system was introduced into the Panch Mahals?

A—No

Q—When were steps taken to establish village relief?

A—I think I was the first to start it myself in the beginning of October

Q—I have figures here which I extracted from the Government of India Gazette from reports of the Bombay Government which show that in the Panch Mahals, at the end of December, village relief was established in 14 villages. Is that correct?

A—I could not say it was not correct. I think it may be correct.

Q—Then, again, it is said that at the end of January village relief was established in 22 villages, and poorhouses were also established?

A—That may also be correct

Q—I infer poorhouses were opened in January?

A—I think a poorhouse was opened in Dohad at the end of December

Q—Then I find at the end of February there was village relief established in 57 villages. Is that also correct?

A—I think so

Q—When did you leave?

A—In the beginning of March.

Q—You do not desire to be examined regarding the Panch Mahals after the end of February?

A—No

Q—I notice that the mortality, which was under the normal in September, October and November, in December was 4.82 against a mean of 2.07, in January was 9.58 against a mean of 2.36, and in February was 12.58 against a mean of 1.86. But up to the end of February out of 610 villages shown in the district, gratuitous relief was established in only 57, so the inference is that there had been delay in establishing village relief throughout the district, and it was owing to that want of activity that this enormous mortality took place. Is there any other explanation that suggests itself to you?

A—There were two difficulties in the way. In the first place people lived in huts, not on village sites, in separate huts on their own fields, and in the second place there was no village *baniya* to supply the grain. The *baniyas* had run away.

Q—Owing to the pressure of distress?

A—Owing to fear that the Bhils and other people would loot them.

Q—These difficulties, I assume, were afterwards overcome, because I find in May that village relief was established in 497 villages, in 566 in June, and 597 in July, practically all the villages of the district. I think the reason may be that?

A—Many of the people who died would have been hardly eligible under the Code for village relief, being Kohls and Bhils.

Q—To return to the work? They were started in October. Did you have any duties imposed upon you in visiting these works?

A—Yes

Q—Who was the Public Works officer?

A—Mr. Robertson, Executive Engineer.

Q—Had he another district under him?

A—Yes, Kharara

Q—And then he concentrated his attention on the Panch Mahals?

A—Yes

Q—The population of the Panch Mahals is, I believe, about three lakhs?

A—3,20,000

Q—And in October there were 10,000 people on relief, very few on gratuitous relief. Can you say what the organization was? Was the staff distributed according to work?

A—Yes

Q—Can you say what number of Public Works subordinates you had?

A—I do not know.

Q—Did you hear of any difficulties being experienced before the close of last year regarding provision of work for the Bhils?

A—The Bhil population is half the population of the Mahals.

Q—Are they settled down to regular cultivation?

A—Yes

Q—Did they come upon the works as ordinary labourers, or did they show any unwillingness?

A—They showed a certain amount of unwillingness

Q—Do you know whether any measures were taken to provide suitable work for the Bhils?

A—There were some small forest works, but I do not know their extent

Q—But up to the time you were there, to the end of February, did you hear of any complaints made as to the insufficiency of the relief afforded to the Bhils?

A—People complained that the relief works were not near enough to their homes.



Q—The Bhils?

A—Only the Bhils and Kolis

Q—Up to the end of February had more than two public works been established?

A—There were certainly four

Q—That is, for a district of 1,613 square miles there were four works scattered about so as to cover every part of the district, one for every 400 square miles?

A—Yes, but it was not regulated in that way, as far as possible, we put them down in suitable places, so placed that people could go to them with as little difficulty as possible.

Q—Do you think one work is sufficient for 100 square miles?

A—Yes

Q—These four works, up to the time that you left, never attracted more than 15,710 people, so that there was not a very great rush of people upon the works?

A—Yes

Q—In a district which had had a complete failure of the *kharrif*, and had only a small prospect of any *rabî*, do you think that was a sufficient provision of relief works?

A—I think it was

Q—These works were not filled. What is the reason?

A—Because people would not go on them from any distance

Q—Do you think that the unwillingness of people to go on these works led them to stay at home and starve?

A—Yes, I do

Q—Well, under these circumstances if you had to do it over again, would you not be disposed to increase the number of relief works, so as to bring them nearer to their houses?

A—I should obtain orders about it

Q—But what would be your own opinion if you were in a position to give orders?

A—It was very difficult to find any work suitable for them to do.

Q—There was no system of village works provided?

A—Not in my time

Q—Do you think, from what you know of the district, that an elaborate and large scheme of village tanks or wells could have been carried out with advantage to the community, apart from the expense to the Government?

A—There would have been some advantage from such a scheme, but at great cost

Mr SEDDON (*re-called*)

The President—Would you like to revise or correct anything you said yesterday with regard to the Panch Mahals? I understand you did not expect to be examined in connection with the Panch Mahals

A—I should like to know, first, exactly what was deduced from what I said

Q—We have not consulted each other as to the effect of your statement, but I will sum up my own appreciation of what you said. It was that you were alive sufficiently early to the dangers of the situation, and that in the beginning of September you commenced test relief works, and that after a fortnight these test relief works indicated to you the necessity of further measures, and that they were converted into regular relief works, of which four were established in your district. Roughly speaking, I think you did not divide your district into four equal parts, but the works were put down in situations intended to serve the tracts needing assistance, and the area covered by each work was roughly 400 square miles. The test works were conducted at first by the Local Boards, and after a time the system adopted was the Code system with a minimum, and the addition of kitchens. These test works were closed and other relief works were substituted for them under the control of the Public Works Department, and these other relief works were managed on the intermediate system—payment by results—with provision for dependants and kitchens.

A—On that point I wish to say that we did not fix a rate which we stuck to through thick and thin, whether the people earned enough or not. We watched what the people were earning and we changed the rates, and the people were earning at least as much as they would have earned under the Code-task system.

Q—I suppose the rates you imposed were the maximum rates of the Code?

A—They were to begin with, but when it was found that the Bhils and the Kolis did not earn sufficient we raised the rates.

Q—Did you raise the rates beyond what would give the grain equivalents allowed by the Famine Code?

A—We found what they actually did earn and could earn and raised the rates then.

Q—The allowance under the Code is 19 *chhatals* for a digger and 15 for a carrier. The money equivalent will follow of course the price of food. Do you mean to say you varied the money wages paid on the grain?

A—No, we varied the rate per hundred cubic feet. Originally a man got eight annas per hundred cubic feet. When we found he did not earn sufficient we raised it from eight annas to ten.

Q—Then am I to understand that your system of payment had no reference to the allowances prescribed by the Code?

A—It had reference to the Code allowances but not to the Code-task.

Q—The system was payment by results. That is to say, people earned as much as they could, subject to a maximum. You did not vary that maximum?

A—No.

Q.—You never raised the rate so as to enable a man to earn more than 19 *chhatals*?

A.—No, he could not earn beyond that. I think it was the maximum fixed by the Code. It might have been a little more.

Q.—That is my point. You were all right in regulating the task, but if you raised the maximum wage you violated the Code?

A.—We did not vary any maximum, and I think it was the maximum of the Code. We worked up to the Code.

Q.—Then may I understand that your tasks were so graduated in the commencement as to enable these people to earn a living?

A.—That is what we attempted to do.

Q.—You watched the progress of things and where you found the people were not able to earn a living wage you raised the payment?

A.—Yes, practically speaking we lowered the task.

Q.—That is the same thing. Do you remember the number of cubic feet with which you began?

A.—I think we began with the Code-task.

Q.—At all events, you found it was too much, and in order to enable the people to earn sufficient you lowered the task?

A.—They earned what would have been the minimum under the Code.

Q.—Did you find when the first task was fixed that there was a tendency on their part to be satisfied with the minimum wage and do no work?

A.—There was no minimum wage to start with. We had the payment by results system at the beginning.

Q.—The effect of your evidence is that you were working at the commencement on the piece-work system, that is to say, the labourers were paid for the amount of work they did. There was in addition provision for dependants and children in the kitchens. Your observation of the people on the works was that they were not earning enough?

A.—I did not notice any sign of deterioration, but I noticed occasionally that the people were getting what would be the minimum under the Code.

Q.—And therefore to counteract that tendency, which was an injurious one, you lowered the task in order to enable them to earn a sufficiency, and that continued as long as you were there. Did you see any physical deterioration of the people under that system?

A.—Not in the people at the works.

Q.—And you saw no signs of the people on the works being disinclined to work, they were sufficiently industrious to earn a sufficient wage?

A.—No, I do not think I could go so far as to say that.

Q.—Then, coming to gratuitous relief I called your attention to the fact that in the monthly statements as furnished by the Bombay Government to the Government of India, beginning with December, the earliest I have seen, it was shown that at the end of December you had village relief established in 14 villages out of 610 in the Panch Mahals. At the end of January the returns showed that village gratuitous relief was established in 22 villages, at the end of February in 57 villages. You left the district at the end of February, consequently I will not pursue my examination any further. I called your attention to the fact that the death-rate of the district mounted steadily from normal in November to 4.82 in December, nearly double the normal, to 9.58 in January and to 12.58 in February. So that there was an enormous enhancement in these three months. I asked whether any connection could be established between the increase in the death-rate and the small extension of the village gratuitous relief which had been effected up to that time?

A.—It would be inferred that the one was the cause of the other. But I think the mortality would have been very nearly as high if we had had the Code system of gratuitous relief more widely extended.

Q.—You think it would?

A.—Yes, I visited several villages with the object of seeing what persons were fit to be put on the gratuitous relief lists, and I found in several cases that there was nobody in the village who would come under the Code.

Q.—Consequently you established no gratuitous relief in such villages. And notwithstanding the fact that you were unable to find any persons you could bring on the lists, you are still satisfied that in these villages people did die of starvation?

A.—I think it is probable they did—the class of persons who did die may have been amongst those people. I think that besides those who were cripples or insane or otherwise eligible for doles, there were people who ought to have come on the relief works to be relieved.

Q.—May I infer from your evidence that you challenge the suitability of the Code as governing gratuitous relief, that you think that owing to the limitations imposed by the Code you were prevented from extending gratuitous relief to those persons who ought to be put on gratuitous relief?

A.—No, I do not think that. But there are persons in the district of Panch Mahals who will not leave their homes and who are not eligible under this section for village doles.

Q.—Owing to the dislike of leaving their homes?

A.—And a dislike of regular work, they will not leave their homes in time, and succumb.

Q.—Well, that may have been the case when you saw them in February?

A.—I am thinking more of January and December.

Q —Did these people cling to their homes because they still had some means?

A —You would hardly call it means. They might have had cattle, which they did not like to leave.

Q —But they still had some way of getting on. They must have had some means of getting a meal or a part of a meal?

A —A part of a meal.

Q —And as long as they had not exhausted these means they would not leave their homes, and you had no power or means of knowing that they were close to the end of their resources?

A —I did not know how long they could go on, and they were very likely in a reduced condition.

Q —Would you be prepared to say that in the 610 villages of the Panch Mahals at the end of February all these people had been brought on the lists?

A —No, I could not say that, or even a proportion of them. But in some villages there were certainly people who did die and who were not eligible under the Code.

Q —They were so close to the end of their resources that they died shortly afterwards, and you could not know it?

A —It was very difficult, and I do not think the mortality is accounted for to a large degree by the failure to put these people on relief.

Q —From your experience would you be inclined to suggest that the categories of people eligible for gratuitous relief under the Code should be extended and a wider discretion given to the officer in putting people on village doles?

A —If such mortality as occurred this year is not to recur, I think it is absolutely necessary.

Q —That is an important outcome of your evidence. You are of opinion that, in cases of extreme famine, these categories defined by the Code are too strict and that it is necessary that a wider discretion should be given to local officers to bring up on relief persons he considered fit. Take a case like this: a cultivator has four acres of land and two pairs of cattle, the cattle die and there are no crops on the land. The family consists of the cultivator, his grown-up son and a wife who is not old, and three young children who cannot work. Now the wife and three young children are not provided for in these categories, they are neither aged nor infirm, they are not blind nor insane nor cripple, and you cannot say the young children have no relations who can support them, because the father and son will go to the relief works and earn a certain amount. That family would be excluded from this gratuitous relief altogether. If the wife and children come to the relief works they become dependants. In such a case as that, if you had discretion you would put the wife and children upon the relief lists?

A —Either that or say that they can be supported on the relief work.

Q —That is the point. At present you can say you have no power to put them on the doles and tell them to go to the relief works. But you say that they do not go to the relief works, but cling to their village as long as they can. But if the father knew that his children would have the dole he would go to the works. If you had had discretion in such a case as that, you would probably have kept the family solid and kept them in their homes by giving village doles to some of them?

A —I think for the absolute avoidance of such mortality it is necessary to have a larger number of people on gratuitous relief.

Q —And you can only get that by modifying this rule, in order to have a larger discretion?

A —I think unless that rule is modified it would be difficult.

Q —It has been brought out that, inasmuch as no greater number of villages were brought on relief than 57 at the end of February, it is probable that if there were any people requiring relief other than the halt or lame or blind, they had a bad time till May, when the system of gratuitous dole was extended to the whole district?

A —That was probably the case.

Q —I have seen it suggested that if, in the early part of the year, a more general distribution of doles had been effected, the people would have become demoralized and probably have refused to go to the relief works at all?

A —I think that is probable.

Q —Do you think that probable in regard to all classes of the people or only to some?

A —I think the tendency is so in regard to all classes.

Q —I call your attention to the fact that in February gratuitous relief in villages increased from 22 villages to 57 at the same time you had an increase in the number on works from 13,000 in January to 14,738 in February. You had an increase at the end of February from 57 villages on gratuitous relief to 113 villages in March. Your figures at the end of February on works were 15,710 and they rose in March to 35,259, so that simultaneously with an increase of gratuitous relief in villages you had an increase on works of more than double. These figures do not support the conclusion that an extension of gratuitous relief is followed by demoralization, deterring people from going to the works, and I want to know your opinion on the general statement?

A —I have no doubt that if a man thinks he can get relief in his village he will therefore be less likely to go on relief work.

Q—That may be your general conclusion (*à priori*), but I want to see how that works out on the actual facts, because I find that when you had the village relief extended in March to double the number of villages in February you had, at the same time, the numbers of people on your works doubled. In the month of May you had 497 villages on the gratuitous relief system, that is five-sixths of the villages of the district. At the end of May you had 32,612 people on work. At the end of June the villages had mounted to 566 and the people on works jumped from 32,000 to 62,000, so that the figures on works exactly follow the expansion of the village relief system?

A—But there are other factors. By that time many people were obliged to come on who had kept off hitherto. There was the failure of the *mahua* crop.

Q—At all events, these figures do not confirm the *à priori* inference that the extension of village relief does deter people from coming on works. The ultimate point I am pressing is: Would it have been better in the early stage of the famine to have gone in for a general broad policy of village relief in the Panch Mahals? You had to go in for it in April, May and June. What substantial reason is there, other than those that have been stated and which will not bear examination, for the omission to extend relief largely in the early part of the famine?

A—I do not know what system of relief was subsequently introduced. What I want to state clearly is that I do not think the failure to introduce the gratuitous relief according to the Code accounted for the mortality. It might have accounted for a small proportion of it.

Q—Now as to Kathiawár very briefly tell us what your functions were in Kathiawár.

A—I had three. Part of Kathiawár is directly under the Agency. In that part I was the chief famine officer responsible for the administration. These States are held by petty holders under the direct control of the Agency. Then there are managed States where the administration is under British Government. There I was less of a controller and more of an adviser. Then there are the independent States, where I was wholly an adviser.

Q—Was the system of famine administration different in these different classes of States?

A—Yes, it differed in every State almost.

Q—Might I say that in the smaller States in which you exercised executive functions the system of relief approximated to the British system?

A—Except that we had to consider that the people who paid for the operations were the *taluqdárs* and holders.

Q—And in the larger States there was less approximation to the system?

A—In some there was close approximation, in others less.

Q—But the nature of the famine relief operations there depended more on the wishes of the ruler.

A—Yes.

Q—Beginning with the big States what was the general characteristic of the famine administration? Was it large public works or village works?

A—Large public works.

Q—What was considered a large public work in those States? How many people would it accommodate?

A—It might go up to anything like 10,000.

Q—Was there the same system of organization?

A—Much the same.

Q—Did it strike you that there was more employment of non-official agency in the Native States than in British districts?

A—I do not think I noticed it.

Q—Was it the Code-task system or the system of payment by results?

A—Both were employed.

Q—Were both employed on the same work?

A—Not generally.

Q—Which system did the States like best?

A—The less advanced preferred the piece-work, but the better administered preferred the task work.

Q—Did you find that where the task work was enforced the organization was sufficient to get a good day's work out of the people?

A—I think so.

Q—They did not show any inclination to sit and only earn the minimum wage?

A—They did show it, they always do.

Q—But what I want to know is whether those Native States were more successful in getting them to do a day's work than we were?

A—I am afraid I do not know how much success we attained. In some of the smaller States we did find that people earned the minimum wage.

Q—Then in the intermediate class of States did they go to work by large works also?

A—Yes.

Q—And did they show any inclination for the Code system or the other system?

A—Both were tried in these States, but we preferred, and they preferred, the Code system.

Q—Was that because of the difficulty of establishments and measuring up?

A—We found the administration of the task work easier.

Q—And in the small States you adopted the British system?

A—With some modification. The tasks were somewhat different.

Q—Were they easier or stiffer than in British territory ?  
A—Stiffer, I think  
Q—Were the public works such as will be of ordinary utility ?  
A—I think they were more useful  
Q—How do you explain that ? Because there was more provision in the Native States ?  
A—No, because the country is such that irrigation tanks can be constructed The works were almost entirely tanks  
Q—Were these tanks dug near villages ?  
A—They were not dug, they were bunds and reservoirs  
Q—And these would serve several villages ?  
A—Where they were irrigation ones.  
Q—To whom will the water belong ? Will it belong to the State and will the State levy rates for the use of the water ?  
A—Arrangements are made for managing these tanks  
Q—And will the reservoirs afterwards become the property of the State ?  
A—When the Government loan which has been advanced to these States is paid off.  
Q—The water is now, I suppose, the property of the State and it is made use of for paying off the loans ?  
A—It is the property of the State  
Q—Did you do any work of the nature of village works, the property of the village, village tanks for irrigation for the common use of the people of the village ?  
A—Some *talugdars* who are independent and yet are small did do that sort of work.  
Q—Did they do it on loans made by the Government or from their private resources ?  
A—Both  
Q—Did you also have a system of gratuitous relief in villages ?  
A—We had not, over the greater part of Kathiawar  
Q—Had you a system of supporting dependants on your works by doles or kitchens ?  
A—We had large detached kitchens on the works, acting as a sort of poorhouse  
Q—And did you find that in these kitchens people came who under a British system would be supported by doles in their villages ?  
A—Yes  
Q—So they practically served the part of doles in villages ?  
A—Yes  
Q—Did you in any State have the doles ?  
A—Yes, in some States, especially in the rains  
Q—When the kitchens were no longer possible ?  
A—And when we wished to get the people back  
Q—Did they work that system of doles by a village *panchayat* or the local officer ?  
A—Both combined, but the amount of gratuitous relief given was very small  
Q—What I want to get at is whether in Native States there was a greater association in the distribution of these doles with the native officers than there was in British territory  
A—There I am handicapped by my ignorance of the working in British territory  
Q—But there was some association in Native States with the village headmen, people who are not either *patels* or *telatis*. Was the village *panch* associated in the distribution of village relief ?  
A—Yes, but I cannot say what they did, because it only occurred for a short time  
Q—Regarding the question of immigration Did that come prominently to your notice in your administration of Kathiawar ?  
A—Immigration or emigration  
Q—Both Had you much movement from Kathiawar to British districts ?  
A—There was a considerable movement, but it was finished by the time I went there  
Q—By March ?  
A—Yes, of course dribbles of people went on migrating, but it was nothing substantial, although people did go on to the Ahmedabad works.  
Q—Were they sent back in large numbers ?  
A—In trainloads  
Q—Did you receive back anything like 10,000 or 15,000 ?  
A—I do not think so  
Q—5,000 or 6,000 ?  
A—Possibly  
Q—Will you tell me about the movement from British districts into Kathiawar ?  
A—There was practically none  
Q—Did you send back any British subjects ?  
A—I do not recollect sending back any we would not take them upon the works  
Q—Could you distinguish them so clearly ?  
A—The people had to get tickets from our local officers for admission on to the works.  
Q—Did you insist on tickets for admission to all your works ?  
A—Yes, it was necessary, for the jurisdictions are so interwoven  
Q—Did you find that system was satisfactorily worked and that all persons who were in need of relief were able to get on works in that way ?  
A—I think so if they went to a place which was not within the limits of their State they were relieved for a day and sent on.

Q—But you could do that because you had local knowledge your men were interested in not allowing foreigners to come on your works?

A—Many of the States could not afford it

Q—Then you were more strict than we are in British territory?

A—Much more strict

Q—In your reply to question 36 (as to the minimum wage being paid) do you refer to Kathiawár or the Panch Maháls?

A—To Kathiawár

Mr. Nicholson—I think you are also of opinion that the Code wage is too high you illustrate that by the suggestion that on a relief work a man can earn more than a police constable or peon, and can live very comfortably on it?

A—That I noticed on one work

Q—They were actually earning the full wages, an amount of seven or eight or nine rupees a month?

A—I have known the case of a family who earned twelve rupees and eight annas a month a man, his wife and two working children

Q—Then the task was so graduated that a man, his wife and two working children could and did earn Rs 12-8-0 a month You consider that too high?

A—Yes, it is higher than a policeman's wage, for instance

Q—At the same time you consider that the minimum was too high?

A—I think the people would earn the minimum, if they were allowed to, without troubling to work

Q—Then you would prefer the intermediate system by which the wage the men earned, with a maximum, would be automatically decided If the minimum is demoralizing then the abolition of the minimum would abolish the factor of demoralization?

A—I should be inclined to abolish it

Q—Then would you prefer the intermediate system to the task system?

A—I should like the task system without a minimum

Q—But that is what it is?

A—If that is what it is I should like it.

Q—You had something to do, I believe, with the cattle question?

A—Yes

Q—Can you tell me in what proportion the grass was supplied by private enterprise and by Government action?

A—In Kathiawár?

Q—In whatever district you know best

A—A much larger proportion by private enterprise

Q—You have no figures?

A—No

Q.—Do you think private enterprise would have provided sufficient fodder without the Government interfering at all?

A—Not sufficient to keep the cattle alive I think the cattle would have died in any case.

Q—Is it not a fact that the Government was known to be selling fodder at less than profitable rates, and that this may have checked private enterprise?

A—I think it would

Q—As a matter of fact, private enterprise had very largely stepped in and kept a large number of cattle alive?

A—A certain number, not a very large number

Q—Which of the cattle operations do you consider the most important—the driving of the cattle to the forests, or the introduction of fodder by means of the rail, or the digging of wells for the production of fodder crops?

A—I think they must all be combined

Q—But which was under the circumstances of the late famine the most important?

A—I am afraid I cannot answer, I do not know what happened in the case of the animals driven to the forests

Q—As regards wells is it a fact that a large number of wells were dug for the purpose of growing, and did actually grow, fodder crops by which cattle were saved?

A—Yes

Q—Do you think that in times of future emergency that well digging, if started in time, could be developed?

A—I do not think it is subject to very great development unless you can dig a well fairly easily it does not pay.

Q—Is it difficult or not difficult in the Panch Maháls to dig *lachcha* wells by which a small area can be irrigated for fodder crops?

A—In part of the Panch Maháls it is easy : south of Godhra, in the west part

Q—Was it there successfully started?

A—I think so

Q—Under the system of *tagávi* a certain number of wells was dug can you suggest how on an emergency *tagávi* can be or rapidly granted? I notice in your answer that people had to be pressed to take loans. What was their objection?

A—For instance, they said they could not dig a well, they did not know how to

Q—But if a little pressure was put on them they did do so?

A—Some did and some did not. It was not largely taken up, not so largely as one would expect.

Q—Do you think the system of wells can be encouraged in any way?

A—I do not think it could.

Q—*Taqāvi* is a personal loan, and if the man does not pay it his land is sold up. Do you think it possible that if instead of making the sum to be ultimately returned it were made a permanent charge upon the land, people would take it up more readily, there is no question then of returning the actual sum, but merely a certain increased charge would be paid upon the land. Have you thought over that?

A—No.

Q—I suppose you take some interest in the matter of manual cultivation?

A—Yes.

Q—Do you know whether that was introduced?

A—Yes, for sowing purposes.

Q—Can you tell me whether the normal *khariif* area was sown during the following season?

A—No, it was not.

Q—Was it short?

A—It varied in different parts of Kathiawár very greatly. It was due to the destruction of cattle in different tracts and varied according as we imported or did not import them.

Q—Was the area appreciably increased by manual labour?

A—Considerable areas were sown by manual labour.

Q—Then the experiment was successful?

A—In a small way.

Q—The land is valuable in the part of the country you know?

A—Very valuable in either Kathiawár or the Panch Mahals.

Q—But is there a surplus over after the Government assessment levied on the cultivator is paid?

A—In ordinary years a considerable surplus, but in Kathiawár a much larger proportion is taken.

Q—Then the people in the Panch Mahals have the power of saving?

A—If they are skilful and careful.

Q—But I understand you to say that they do not, as a matter of fact, save?

A—I do not think they do.

Q—Why is that?

A—I think they are lazy and not a skilled class of agriculturists—Bluis and Kolis.

Q—But they have a surplus. I am asking why they do not save this particular surplus?

A—They spend it.

Q—Do you think the spending is partly because they have no facilities for saving?

A—No.

Q—Do they store grain?

A—They keep it in their houses.

Q—The cash they have they spend?

A—Yes.

Q—And is that the reason why in the Panch Mahals the cash is very frequently paid by the *sowcars*?

A—The man is usually entirely in the hands of the *sowcar* in the Panch Mahals.

Q—The larger his surplus the more chance there is of his being indebted. It is worth while for the *sowcar* to come in if the surplus is large?

A—Yes.

Q—Then the larger the surplus produce the more chance there is of the man being indebted?

A—I do not know that I will go so far as that.

Mr Bourdillon—What arrangements were made for reporting to the Collector and Commissioner the mortality and the state of the district generally?

A—There was a weekly telegram sent by the Collector both to the Commissioner and to Government. I do not think mortality was put in.

Q—That is what I want to know. We have some evidence to show it went by a separate channel. There was evidently something which attracted the notice of the Commissioner, because he came down in February and the work relief and gratuitous relief were at once doubled. What I wanted to know was—what arrangements there were to keep him informed of this and show him the progress of affairs?

A—The number on relief was wired weekly, but what was done about the mortality, I do not know.

The President—It was reported to the Government of Bombay in your monthly famine statement?

A—I suppose it was.

Mr Bourdillon—By what date was that statement despatched?

A—Something like the 10th of the month.

*Rao Bahádur Syam Sunder Lal*—In your answer to question 36 you say you consider both maximum and minimum are too high Will you tell me what is your idea of a proper minimum?

A—There should be none If there is, a person will earn it and do no work

Q—The minimum is supposed to be given even if a man does no work. Do you mean to say you would not have any minimum at all?

A—I think in an ordinary district it would be quite worth trying whether no minimum would work well

Q—What was the nature of the luxuries you found sold in the bazar?

A—Sweetmeats and clothing.

Q—In answer to question 61 you say you have no evidence of the permanent utility of the works Is not the use of wells permanent?

A—A great many of them are not being used this year Many of them fell in in the rains

Q—In ordinary years is there not much irrigation from wells?

A—There is a certain amount and that is going on now, but the wells dug during the famine year have in many cases fallen in.

Q—Are they supposed to be *kachcha* or *pakka* wells?

A—*Kachcha*

Q—What is the cost of a *kachcha* well?

A—Rs 150

Q—Could they not be made *pakka* in the famine?

A—It is expensive and does not afford much work to famine labourers

Q—How much land could you irrigate from one *pakka* well?

A—It might go up to two acres

Q—Even then I think it might be worth while getting two acres of cultivation at a cost of Rs 150 You say in Kathiawár there is no incentive to the construction of bunds and wells Do not all the cultivators profit by the irrigation of these bunds?

A—The *talugdárs* share the profits

Q—The question is whether works of private utility in fields could not be more largely carried out

A—In Kathiawár such works are not merely works of private utility because the *talugdár* owns the soil

Q—Do the *talugdárs* not allow the cultivators to make improvements to their holdings?

A—They do and are very glad to do so

Q—Do not the cultivators find it very profitable to make improvements to their lands?

A—They do not find it so profitable because they have to share the profits

Q—They do so in other Native States under a similar system Did you find any difficulty from people passing through your State to enter States on the other side?

A—No.





*Replies by Mr. C N Seddon, I C S, to the questions drawn up by the Famine Commission.*

[The numbering of the questions corresponds to that of the Bombay Government Gazette, pages 35—40, Part I, 3rd January 1901. It appears to differ slightly from that of the original Government Resolution.]

*Question 9 —(a)* A programme for the Maháls was ready, but it was quite insufficient. Some years before, Mr Ominanney considered and reported that the maximum number likely to require work was 10,000. The works in the programme had been located and surveyed and estimates had been made.

*(b)* I do not think scales of establishment had been included or that lists of candidates qualified for famine service were kept up. It must be remembered that Gujarat was believed to be free from danger of famine.

In Káthiáwar nothing of any sort was, so far as I know, ready.

*10 —*The programme for the Maháls included some big works which were ready. It also included a statement that there were (I think) about 150 village tanks. These village tanks were not mentioned by name, nor was anything regarding them known.

*11 —*In the Maháls the order was (e), (a), (d), (c), (i), (b). I do not know whether kitchens otherwise than on works were ever opened or not. They were not opened till the end of March anyhow. Poor-houses were, however, used as kitchens.

*12. —*The Circle Inspector system, as described in the Code, was introduced in the Maháls. I remember there were six Circle Inspectors for the large Godhra Táluka. There are generally three and the number was raised to six and they were set about doing regular famine work in October. A relief Aval-tarkun was subsequently appointed. So far as I know the inferior establishments did not attempt to stimulate the local employment of labour except by urging takávi and enquiring into takávi applications, nor did they try to organize private charity.

Circle Inspectors were appointed throughout Káthiáwar about December. They had smaller charges than in the Maháls. They were expected to visit each village once a week. Village inspection was also done by all Agency officials in areas under the direct control of the Agency.

13 —Loans were issued at the outset in the Maháls. I myself did a good deal of this work in the Godhia Táluka. The people required some inducement before they would take loans. The loans were given for well-digging almost solely and were given under both takávi Acts and to cultivators. They were supposed to be recoverable in whole, but I do not know if subsequent modifications were made.

14.—In the greater parts of Káthiáwár and the Panch Maháls successful wells can be dug. They do not however irrigate any large area. The average depth of water below the surface on the cessation of the rains of 1899 varied very much, but I do not think it was more than ten feet in the more favourable localities. The digging of wells was encouraged by loans\* in the Maháls. In Káthiáwár cultivators were given maintenance takávi and further wells were dug by the State in the beginning

\* Both the Land Improvement Loans Act and the Agriculturists' Loans Act were used

—the second plan was in my opinion mistaken policy.

(a) There was no attempt as a rule to secure the crop on the ground

(b) The improvement was only permanent in a small percentage of cases, because (1) the wells were not properly built up and will fall or have already fallen in, and (2) the people are such that except under great stress they will not take the trouble to irrigate when in ordinary years they can make a living by dry-crop cultivation

(c) Well digging necessarily does employ labour, but it does not appear to me to be the best possible method of doing so

15.—The test-works in the Maháls were village tank digging. About half a dozen in suitable places were started under the supervision of the sub-divisional officers. They were Taluka Local Board works.

16.—In the Panch Maháls we paid by the piece on all test-works. Mr. Rendall and I worked out a rate to exactly correspond with the task of the Code and the maximum wage of the Code. We left it to the people to divide themselves into the most favourable gangs. We did not consider previous occupation, but it was hardly necessary, since all the people were (practically speaking) of the same class.

I have no personal experience of what was done in Káthiáwár. Test-works were, I believe, opened in parts, but I fancy there were so many undoubted indications of famine that little attention was paid to the test-works.

17.—Payment was in the Maháls in the strict proportion to results. There was no maximum or minimum or allowance to dependants. The rest-day wage was allowed for in calculating the payment for the piece.



drawing about Rs. 40, which was about what he received as Civil Officer. His position was undefined as regards the representatives of the Public Works Department. It was not found possible to secure superior men, and it is obvious that a man of the stamp of our Civil Officers could not be given very much power. As it was, quarrels between him and the overseer or other Public Works officer in charge did occasionally occur. These remarks apply to both Káthiáwái and the Maháls.

The Civil Officer had no authority to interfere with the measurement work in Káthiáwái, nor, as far as I remember, in the Maháls.

27—No. The Civil Officer did not interfere, the matter was decided by the Engineering officer in charge.

28—In our typical relief works under the Agency the gangs were of fifty persons each. They were not constituted according to any particular rule, except that as far as possible the most advantageous proportion between males, females and children was maintained. People of one family or from the same village were as far as possible put in the same gang, but no very careful arrangements were made to secure that end. I cannot remember ever having been asked by a labourer to be put into a gang other than that in which he was.

30—As a matter of fact on our works women were Class II and men were always Class I or Class IV. When women were employed upon such work as pulling rollers they were given the wages of Class I, but as a rule it was assumed that they were Class II workers.

I think this is probably better, *i. e.*, I think it is more satisfactory to distinguish, by classification and wages, women from men. I think this for two reasons.—

(1) In the vast majority of cases there is a clear physiological difference both as to capacity and as to requirements between men and women.

(2) A distinction grounded on sex is clear and there can be no mistake about it.

One distinction between "Class I" and "Class II" is not clear, and in my opinion the less doubt there is about classification the better. The matter is always to some extent in the hands of subordinates and it is not desirable that work-people should think that the amount of wages they draw depends upon the class into which a kárkun chooses to put them.

I do not feel competent to consider the question in its financial aspect. I understand the point to be whether it is more economical to divide people into two classes or simply into men and women,

having regard both to the amount of pay that will be given and to the amount of work that will be turned out. Nothing but a series of experiments carried out under parallel condition could decide this, and such experiments could not possibly be conducted. It is, however, obvious that if we could exactly gauge the capacity of each person and pay according to this capacity without regard to sex, this would be the most economical method. But we cannot so gauge, and when thousands of strange people come asking for work we must be content with a very rough and ready classification. As a matter of fact, the vast majority of men fall naturally into Class I and of women into Class II. To group merely as men and women may entail a *possible* slight waste of power, but such waste, if it occur, is more than compensated for by the absence of ambiguity, the evil results of which I have alluded to above.

31.—In the Maháls piece-work was tried at first. I do not know what was subsequently done, but I remember urging that the Godhia Baroda Railway work should be changed to task-work.

In Káthiáwár the various States had various methods of payment, and, so long as the people did not appear to be earning too little or much—too much—we did not interfere. Most of the States paid a fixed wage and did not fine, and the measurements which were taken were quite nominal. They also sometimes adopted systems of piece-work. Here again we contented ourselves with ascertaining the actual wages earned and pointing out deficiency or excess in earnings.

For works under the Agency two systems were tried. One was the ordinary task-work system without a minimum wage, and the other was a piece-work system with a minimum wage. I found these systems working when I arrived in Káthiáwár in March. The minimum for the piece-work I found to be one anna, while the maximum depended upon whether dependants were relieved or not. I got the piece-work system abolished practically everywhere because I was unable to see any point of essential distinction between the piece-work and task-work systems except that the former had a minimum, for the existence of which no special reason could be shown, and for administrative purposes I preferred our peculiar system of task-work.

32.—Limited piece-work appears to me to be identical with task-work. Rates are calculated so that people can earn the maximum wage while they are always paid a price for their work which enables them to earn the minimum wage.

Unlimited piece-work appears to me to be quite unsuited for famine purposes at the beginning, in the middle and at the end of a famine. There is the danger of weak gangs being formed which cannot earn sufficient to keep body and soul together. Secondly, it is impossible to expect that the same rate should be

drawing about Rs. 40, which was about what he received as Civil Officer. His position was undefined as regards the representatives of the Public Works Department. It was not found possible to secure superior men, and it is obvious that a man of the stamp of our Civil Officers could not be given very much power. As it was, quarrels between him and the overseer or other Public Works officer in charge did occasionally occur. Those remarks apply to both Káthiáwár and the Maháls.

The Civil Officer had no authority to interfere with the measurement work in Káthiáwár, nor, as far as I remember, in the Maháls.

27—No. The Civil Officer did not interfere, the matter was decided by the Engineering officer in charge.

28—In our typical relief works under the Agency the gangs were of fifty persons each. They were not constituted according to any particular rule, except that as far as possible the most advantageous proportion between males, females and children was maintained. People of one family or from the same village were as far as possible put in the same gang, but no very careful arrangements were made to secure that end. I cannot remember ever having been asked by a labourer to be put into a gang other than that in which he was.

30—As a matter of fact on our works women were Class II and men were always Class I or Class IV. When women were employed upon such work as pulling rollers they were given the wages of Class I, but as a rule it was assumed that they were Class II workers.

I think this is probably better, *i. e.*, I think it is more satisfactory to distinguish, by classification and wages, women from men. I think this for two reasons—

(1) In the vast majority of cases there is a clear physiological difference both as to capacity and as to requirements between men and women.

(2) A distinction grounded on sex is clear and there can be no mistake about it.

One distinction between "Class I" and "Class II" is not clear, and in my opinion the less doubt there is about classification the better. The matter is always to some extent in the hands of subordinates and it is not desirable that work-people should think that the amount of wages they draw depends upon the class into which a kárkun chooses to put them.

I do not feel competent to consider the question in its financial aspect. I understand the point to be whether it is more economical to divide people into two classes or simply into men and women,

having regard both to the amount of pay that will be given and to the amount of work that will be turned out. Nothing but a series of experiments carried out under parallel condition could decide this, and such experiments could not possibly be conducted. It is, however, obvious that if we could exactly gauge the capacity of each person and pay according to this capacity without regard to sex, this would be the most economical method. But we cannot so gauge, and when thousands of strange people come asking for work we must be content with a very rough and ready classification. As a matter of fact, the vast majority of men fall naturally into Class I and of women into Class II. To group merely as men and women may entail a *possible* slight waste of power, but such waste, if it occurs, is more than compensated for by the absence of ambiguity, the evil results of which I have alluded to above.

31.—In the Maháls piece-work was tried at first. I do not know what was subsequently done, but I remember urging that the Godhra Baroda Railway work should be changed to task-work.

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suitable to professional diggers, say, and ordinary unskilled, lazy Kolis

33.—The task on Agency works in Káthiáwár was a task worked out by the Agency Engineer (Mr Mawson) It was considerably heavier than the Code task. If a person appeared at all weak, he or she was given a smaller task. This was done by the Engineer in charge, the task being marked in the muster-roll and subject to scrutiny by inspecting officers. No allowance was made for the distance people may have come. All could live on the work if they chose There were no subsequent changes of task.

34.—In my opinion the Code maximum and minimum are both too high, the fact being that an ordinary family on a relief work could earn far more than a policeman or a peon or any person of that class earned (together with his family) either in ordinary years or in the famine year.

If people came on to the work in a fair condition to start with, I noticed that they improved. But if they were in an emaciated condition improvement was very slow, and there was a constant chance of their dying from diarrhoea or some other similar disease. This however they would have done, whatever the pay given on the works might have been.

As a rule people would absolutely deny that they either saved or could save On many occasions I have however found savings with people who had told me that they had not a pie in the world I further have noticed that articles supplied in the famine camp bazars are often of the nature of luxuries, which I do not believe the mass of the people can afford to buy when they first come on the work

I am afraid I do not clearly understand the question regarding coin returning to the Banias

35.—A rest day was given on all task-work camps. The piece-work rates were so calculated as to allow workers to remain idle one day if they chose I much prefer a rest-day I believe in strict discipline, and, if such is enforced, one slack day is desirable, if not absolutely necessary.

36.—Certainly I constantly found that with an assurance of the Code minimum wage people would do nothing or next to nothing Not only is this ruinously extravagant for the paymaster, but it is subversive of all discipline and regularity. On all occasions where I found many complaints and an appreciable amount of distress on the works I also found that the people were doing no work, and that things rapidly improved when officer of sense and tact was put in charge and the people were forced to work.

38.—Payment was usually made weekly. But new-comers were paid for a week or a fortnight daily

and thereafter they could get a part payment on account (known improperly as 'advance') in the middle of the week. On some of the smaller works under Native States payments were made daily. The more often payments are made the better. It is not however possible to pay a large camp daily without greatly adding to the establishment.

In the Maháls payments were in the beginning made weekly and I found great delay on one or two occasions. The delay was in my opinion an unfortunate occurrence.

39.—I did not find that anybody was ever thrown seriously into the debt of the Banna, for the reason that no Banna would advance.

40.—On task-work payment was made to the individual, on piece-work to the head of the gang whose name alone was registered. I much prefer paying the individual. I commonly found that when payment was made in the lump to one person its proper division was the subject of quarrel or of doubt, and a káikun was often called in to calculate the right distribution—a very undesirable position of affairs.

43.—In Agency relief works the maximum wage for all task-work and for piece-work where dependants were relieved was the Code maximum. Children under eight were fed in the kitchens attached to the works. Weakly persons capable of some work were put into a separate gang, given light tasks, and not allowed to earn less than the Code minimum. This was always done whether the camp as a whole was on piece or on task-work.

44.—As far as I can remember contractors were employed on only one work in Káthiáwár—the Moirvi Railway conversion work. The arrangements were that the workers should not get less than 75 per cent of the payments made. From returns and enquiries made it would appear that the people got good wages, but I can see no particular advantage in the system. This conversion work was managed by the Moirvi State and was in many ways peculiar. Weak people were paid extra in order to bring their daily earnings at least up to the minimum wage. I do not think that contractors were employed in the Panch Mahals at all, certainly not up to March.

45.—Muster-rolls were kept exactly as in the case of task-work except that only the name of the head of the gang was entered. The number of men, women and children of each gang present each day was marked and of course no firing was shown.

46.—For Agency works the Thánadár (chief local Agency Officer, to a certain extent corresponding to a Mámlatdár) sent a weekly statement of prices in the Thána town. This statement was posted up for general information in the camp bazar, and wages were fixed according to these prices by

the Engineering Officer in charge, and at these rates the Banias were as far as possible obliged to sell. Small variations in price were neglected, but this was not a matter of much importance because prices were remarkably constant. The staple grain upon which wages were fixed was jowár.

61.—People were employed on the digging of wells and paid for by the general funds of the Tálukdárs. As far as possible I stopped this. I found that wells were being dug in unsuitable places and at unsuitable times and in an extravagant way, and I had no confidence either in the permanent utility of the wells or in the supervision of the work, which I therefore regarded as wasteful and demoralising. It might be possible to carry out well-digging in British territory, but the Káthiáwár establishments were not equal to it. Making "bunds" in fields was another work tried, and I thought it open to much the same objections as well-digging. Such work was done under the supervision of the Agency Engineer in the Rájkot State, and it was probably properly done there, but the supervision was very much better than what we could usually obtain. Small States carried out such works somewhat commonly and if an intelligent Tálukdár supervised, the work was excellent, and of the nature of improvements to property which it was to the estate-holder's interests to get well and economically done.

I prepared a scheme for the weeding of fields by famine labour, but it was not taken up to any large extent.

It is necessary to observe that in Káthiáwár wells, bunds, &c., are hardly works of merely private utility, because cultivators have no rights of private property and because the Tálukdár's revenue is mainly derived from a share of the actual produce of the land.

65.—The following measures were taken to prevent cattle mortality —

(1) Grass was imported and given as tagar or at a very cheap cash rate to cultivators.

(2) Well-digging was encouraged partly by supporting cultivators while they dug wells, partly by engaging to take a nominal or even no share of produce raised. Wells were also dug as above described by the Tálukdárs.

(3) Cattle camps were established at places where wells could easily be sunk. Wells were sunk and irrigated produce raised.

(4) Native Mahájans and Pánjrápole Committees undoubtedly saved a number of cows. The result was, I am bound to say, of some value. But a vast number of quite useless animals were preserved, for which, had there been no religious prejudice in the way, valuable

animals might have been substituted. A cow was kept because it was a cow, not because it was a valuable cow

The grass importation no doubt saved many animals, but at a great expense. Much of it was, I fear, used at first in attempting to keep alive animals bound to eventually die, but it was difficult to avoid this. Most of the grass was imported to Wadhwan by private enterprise. As to the wells, Captain W B Merewether, Assistant Political Agent, Sorath Prant, was of opinion that in his Prant they saved an enormous number of cattle. I have not sufficient information to correctly judge of this. But the wells must have saved many bullocks and there can be no doubt that it is desirable to encourage well-digging by private individuals.

The cattle camps were a failure probably because of insufficient supervision and careless selection of bullocks to begin with. The mortality was great and the cost of every bullock saved quite out of proportion to its value at the end of the famine. I may observe that I landed useful bullocks at Wadhwan in June at a cost of Rs 40 per head, and when this can be done no attempt to keep bullocks alive on imported fodder and well irrigated crops (where the wells have to be dug) can be financially sound. I have since been told by the Chief of Patra that all his people say that, had they known they could get such good bullocks so cheaply from outside, they would never have wasted their money and grown thin by toil in attempting to preserve their old bullocks.

In the Mahals grass was imported and a cattle camp was started at Godhra and it was under my control till I left. What happened afterwards I do not know. The steps were similar to those taken in the rest of Gujarat on which other evidence will no doubt be taken. Further, the Government forests were all opened in September.

I have not dealt with the other question relating to special relief. I can hardly adequately deal with the aboriginal tribes of the Mahals, for the question is a big one and I left too soon to see what happened. In Kathiawar there are no such tribes.

83 — Cheap grain shops were opened in a few places. In Rajkot there were two, and they were intended for persons who brought wood, grass, &c, for sale and did similar kinds of work. These persons were given tickets by the purchaser or employer and the production of these tickets entitled the holders to a certain amount of grain at a cheap rate.

Cheap grain shops are always, so far as I have seen, popular, and I see no reason to deny that they relieve the persons who get grain from them. The price was, I think, nine pies per seer (or pound) and the cost of the shop was naturally the loss on the grain. I am obtaining figures which are not available for the moment.

There was a cheap grain shop in Godhra in the Maháls. It was started by a subscription raised by me, and when the funds were exhausted I believe private charity continued it. Any person appearing poor was entitled to buy a small amount of grain and there was no ticket system as at Rajkot.

84—I have never heard of any such discouragement, and I should suppose that, since more grain was used, there would be more inducement to import. I neither observed anything to show that the shops affected prices, nor did I ever hear it said, nor can I see how they could. It is possible that they might raise prices by inducing a greater demand, but in my opinion their influence would be insufficient to affect the market one way or the other.

85—In Káthiáwar land revenue is taken as a rule—

(1) by a small tax called “Sánti Vera” for holding,

(2) by a share of the actual produce of the land.

The “Sánti Vera” was mostly remitted. As the land produced nothing worth mentioning no share of it could be taken. The ordinary share of irrigated wheat was, however, usually taken. Irrigated summer jowár was generally exempted from having to provide a State share.

I mention these facts to show roughly what is done in Native territory as regards land revenue in a famine.

I say nothing about the Maháls because I do not know what was eventually done.

90—The number of persons on relief in Káthiáwar as a whole never rose to 15 per cent, but it largely exceeded that number in the tract of Central Káthiáwar known as the Panchal. This was due to the fact that the mass of the people are Kohs and Bhaiwáds (graziers). Kohs are either cultivators or labourers. Almost all the labourers required relief and a large proportion of the cultivators, for the country is not fertile and the failure of crops was complete, nor is the district capable of raising much irrigated produce and the graziers lost all their cattle upon which they usually live. There are extensive grazing grounds, but in the famine year not a blade of grass was produced.

92—The mass of the work-people on relief works and receiving gratuitous relief came from the class that usually lives upon field labour. Cultivators were, however, a fair proportion. Out of a total of about 12,000 on one relief work I remember finding in June six or seven hundred heads of families who had been cultivators but had lost their cattle,

and without help from the charitable fund would have been unable to resume agriculture.

93.—This was the first officially recognised famine in Káthiáwár as in Gujárát generally.

94.—With the arrival of the famine private credit almost disappeared.

I found people ready and eager to accept State relief on all occasions whenever they could get it, provided they liked the form in which it was offered, that is to say, reluctance to accept relief was not because it came from the State, but because it was offered in a more or less disagreeable shape.

95.—No. I do not consider they are I consider some distance test is desirable. People who still have resources of their own will often work for a wage far below the minimum rather than sit still and earn nothing at all, provided they can live at home.

96.—I do not see the objection to a distance test. This test always does exist in practice for all who live beyond a certain number of miles from the nearest relief work, and, if it exists for some, why should it not exist for all ?

On inspecting a certain relief work in September last I found that one-third of the work-people came from a large village close to which the work was in progress. I found also that practically nobody was in that village bringing grass for sale or weeding the fields, nor do I see any great objection to some method of selection. If village committees or village officers or Circle Inspectors can be trusted to put people on village doles, I do not see why they should not be trusted to give tickets of admission to relief works.

101.—There was a regular inspection of the grain shops on the works, and I cannot recollect a single case of inferior or unwholesome grain being sold. I can, however, remember several cases of work-people purchasing inferior and unwholesome articles of diet for themselves from neighbouring market towns.

102.—People on the Káthiáwár works did not, so far as I know, eat wild products, because they could not get them. I remember that low-castes at Godhra in the Panch Maháls and working on the Godhra-Baroda Chord Railway embankment ate a large quantity of meat which they obtained for nothing from the Godhra leather merchants. Off the works the wilder people of the Panch Maháls lived, as they always do, largely on wild products. They also killed and slaughtered cattle and ate flying squirrels, &c.

In Káthiáwár it is supposed that a certain amount of game was destroyed. I have also seen

cases on Magistrates' calendars of people punished for killing peacocks. After September last many people in Káthiáwár lived on the root of a grass known locally as "theg" and on two varieties of grass seed known as "sámo" and "manso" besides the root of the water lily. So long as these things are mixed with a fair proportion of grain no harm appears to be done, and, as they are all saleable, people who collect them can always buy some grain.

It is a well-known fact that the flower of the mhowra tree is a staple food in the Panch Maháls. I have heard that the 1900 crop was a failure; whether this was so or not I do not know.

106.—There were no complaints so far as I have heard as to the ability of the railway Companies to carry all the grain that was offered. But there were constant complaints as to the refusal of the station-masters to supply waggons for fodder. I cannot specify the nature of the complaints any more clearly.

107.—I received returns from the Káthiáwár Railway Companies and from the ports. I believe the statistics were reliable, but cannot guarantee them. It is not likely that any grain entered Káthiáwar otherwise than by rail or sea. Practically all the consumption of the people was imported during the later phases of the famine, if not during the whole of it.

108.—Not till September 1900.

109.—As far as my information goes there has been no general change in the character of the crops sown in the Maháls or in Káthiáwár of late years.

110.—In Káthiáwár people other than cultivators pay wages in cash. Cultivators give free board and a little cash. The tendency is towards the freer use of coin. The old Darbárs paid largely in grain. I may add that the tendency is also towards dispensing of grain rather than storing it, and that new-fashioned Chiefs, such as those of Morvi, Gondal, &c, do not now maintain stocks of grain in their granaries. The custom of doing so is nevertheless still sufficiently prevalent.

I am not aware of the practice in the Maháls.

Wages did not rise as prices rose. I mean the wages of skilled labour, for they are what are referred to, I presume. I found, for instance, the wages of brick-layers in Rajkot very low in June last.

116.—I was led to believe that a certain amount of immorality did exist in the camps. It was due to—

(1) the exceptionable temptations to which subordinates were exposed,

(2) the fact that the people fancied such subordinates had the power of turning them off or fining them or giving them disagreeable work,

(3) the fact that the people were ready to do a good deal for a little money

The stricter the supervision and the discipline the better it is. But beyond this I can suggest no remedy while human nature retains its present characteristics.

The following appear to me to be the main differences between the British and the Native revenue systems (land) —

(1) British demands are very considerably lighter

(2) British demands are fixed. Native State demands depend upon the crop. In Káthiáwár the ordinary cultivator cannot alienate his holding as he has no right of ownership. To obtain money for his caste dues he generally actually sells either cotton or wheat. In British Gujarát the cash is very frequently paid by the *sávkár*. This is so in the vast majority of cases in the Panch Mahals. As to alienation of land in Gujarát, I know that it is very commonly mortgaged in *Suiat*, but hardly ever in the Panch Mahals. The reasons are obvious. Although I cannot answer questions as to what was actually done in the Mahals regarding land revenue, I have had unusual opportunities of observing matters connected with land revenue both in British Gujarát and the Native States.

So long as land is both valuable and transferable it will pass into the hands of capitalists, no matter what the revenue system may be. At the same time the process in British districts is hastened by—

(1) the necessity of the cultivators finding at a fixed time a considerable *cash* sum to pay every year, and

(2) what is known as the “rigidity” of British demands. It is supposed that a cultivator can save in ordinary years. However this may be, he *does not* save anything that he can or will turn into cash when necessary. In the majority of cases he does not save at all.

C N. SEDDON.





*The President*—Had you any experience of British districts, or are you prepared to speak for Kathiawár alone?

A—For Kathiawár alone.

Q—When did you join?

A.—In May 1899

Q—At that time prospects were alright?

A—Yes, quite good

Q—When did the failure of the rains first begin?

A—Towards the end of July

Q—When did you commence to open relief works?

A—The first work was started on the 10th of September

Q—Was your jurisdiction coterminous with Mr Seddons' Mr Seddons said there were three sorts of States—small, middling and big Did you control all three?

A—No, I only advised

Q—In the controlled States what was the area and population?

A—The population is approximately 300,000—the area is about 7,000 square miles

Q—The population is sparse?

A—Yes, many of the Thana States are simply grazing lands

Q—What was the character of the first relief works? Were they test works?

A.—We had no regular test works small village works such as wells were kept going during August

Q—Were these wells started with the purpose of irrigating the crops then on the ground or for the purpose of testing distress?

A—It was uncertain whether the crops would be saved, the skies were cloudy and it was simply to keep people going

Q—Did you strike water in any of them?

A—Yes

Q—Did you use the water for irrigating the crops upon the ground?

A—Not in the east, but we were successful in the west.

Q—Were the crops irrigated in that way saved?

A—No, the wells were not finished in time.

Q—In the future would it be useful to have a large system of *tagávi* advances for the purpose of digging wells for saving the crops on the ground?

A—I think it would

Q.—Is there much of an opening for a system of that sort in Kathiawár?

A—In the west and south but not in the north.

Q—What is cultivated there?

A—*Jouávi* chiefly, and a good deal of *bágra*

Q—They do not irrigate in ordinary years?

A—Yes, there is a fair amount of well irrigation in ordinary years

Q—You would not be disposed in circumstances of doubtful rainfall to give large advances in August so as to enable you to save the crops on the ground as far as possible?

A—I don't think you could get wells dug in time.

Q—Where do you strike water?

A—At an average of 20 to 25 feet

Q—You could dig that well in a few days is it in black cotton soil?

A—Only for 4 or 5 feet, after that you come to *moorum*, which has to be picked out That takes a long time

Q—You don't have to line such wells?

A—Only 3 or 4 feet in the black soil part

Q—What is the cost of a *lachcha* well?

A—Rupees 500

Q—You could not make a well for Rs 20 or Rs 30 which would last for the season?

A—In some parts near the rivers in the deep black soil we could, but not as a rule

Q—You think it is not a very practicable business to have a large scheme of well construction?

A—No

Q—Is there much well improvement in that part of the country? Have they constructed many wells?

A—They have dug very few the work has been mostly on old wells

Q—To what do you attribute that?

A—Wells exist already in every petty garden land, and it has served the purpose so far They are not people who take the initiative in anything, they are well fed and live comfortably and do not bother

Q—You began relief works in September, before that some wells had been started as much to keep the people in good spirits as to irrigate some of the crops, but not as a system of general relief?

A—Yes

Q—That served the purpose of testing the existence of distress ?  
A—Yes  
Q—Did they show there was a demand for labour ?  
A—Yes  
Q—Was the scheme of relief initiated at once ?  
A—It was initiated in the beginning of August, a survey for works was begun  
Q—When did you begin regular relief ?  
A—In September  
Q—By that time you had certain works located and surveyed ?  
A—Yes  
Q—And some estimates ?  
A—Yes, rough estimates  
Q—How many of these works did you start in September ?  
A—Two large works in September  
Q—On what system were they started, piece-work or the Code-task system ?  
A—The Code-task system was in force for a fortnight or three weeks and then the minimum was dropped  
Q—When you saw that you were in for a considerable pressure you dropped the minimum ?  
A—Yes  
Q—You started these works on the Code-task system until you saw how things were likely to turn out, and then, having seen that, you converted them practically into the intermediate system you dropped the minimum ?  
A—Yes  
Q—When you started the works did you attach kitchens in the first instance ?  
A—No  
Q—Did you pay the dependants ?  
A—Yes, the cash dole  
Q—Did you pay the children the cash dole ?  
A—Yes  
Q—How long did the Code task system continue ?  
A—About three weeks  
Q—And then you converted into the intermediate system ?  
A—Yes  
Q—Did you continue the cash doles to dependants or introduce the kitchen system ?  
A—We continued the cash doles  
Q—How long did you continue the intermediate system with cash doles on these two works ?  
A—Until October  
Q—You had no more works than these two in September ?  
A—No, next month, in October, we opened seven  
Q—And these two works were converted into the intermediate system in October ?  
A—Yes  
Q—Did you open at once on the intermediate system or on the Code-task system ?  
A—Code task system  
Q—How long had you the 7 works going on the Code-task system ?  
A—About a fortnight  
Q—When was the Famine Officer appointed ?  
A—In October  
Q—And did that lead to any change ?  
A—The introduction of kitchens  
Q—As regards these works that you opened on the Code-task system, did you find people earning only the minimum ?  
A—Yes  
Q—They were there practically receiving gratuitous relief ?  
A—Yes, and they were making huts  
Q—On ordinary earthworks did you find that they earned over the minimum ?  
A—No  
Q—What was the effect of the conversion into the intermediate system ? Was it difficult ?  
A—People had not settled into the habit of earning only the minimum then. If the Code system had gone on a long time it would have been more difficult  
Q—Then perhaps that is an indication that it is not wise to begin the Code-task system ?  
A—I should not like to start the payment by results system until the weekly gangs have been started  
Q—But if you had a sufficiently strong establishment ?  
A—Then it would do  
Q—It was the weakness of establishments that hampered you at the commencement ?  
A—Yes  
Q—What was your organization. Did you divide people into diggers and carriers ?  
A—Yes  
Q—When you got into regular swing, how many carriers were there for a digger ?  
A—The people arranged that themselves

Q —Was there not a proportion of diggers to carriers ?  
A —Yes, I left it to themselves  
Q —Do women dig ?  
A —Yes  
Q —And get the same wage ?  
A —Yes  
Q —Did any of the people remain in their villages and send the women and children to works ?  
A —I don't think that was so There was a fair average number of men , 30 men to 50 women and 40 or 50 children  
Q —Did you combine your gangs of 50 into a still larger unit ?  
A —Yes, of 200  
Q —Who was there over them ?  
A —A mustering *harkun*  
Q —Did you divide them into larger bodies ?  
A —Into thousands  
Q —There was no further unit ?  
A —No  
Q —You didn't adopt a policy of dividing them into bodies of 5,000 equipped in all respects with officers in charge, hospitals and cashiers, sanitary staff, and so on, so as to be ready to move on the occurrence of cholera—40 to 50 miles ?  
A —There was no establishment  
Q —Had you cholera on works later on ?  
A —Yes.  
Q —Would you have found it useful if you had had such an organization ?  
A —Yes, I think we should have  
Q —When the famine officer came, what change did he introduce ?  
A —He introduced kitchens so that the system of paying cash doles disappeared  
Q —Was there any advantage gained by the establishment of kitchens ?  
A —Yes, gratuitous relief began to go down at once  
Q —Had you any reason to think that the numbers on gratuitous relief were excessive before that ?  
A —I think the doles made it attractive  
Q —Did grain dealers come and establish themselves on your camps ?  
A —Yes  
Q —You had no trouble about the supply of grain ?  
A —Not any very great difficulty  
Q —Was there any substantial decrease on gratuitous relief by the introduction of kitchens ?  
A —I think 30 per cent probably  
Q —Can you give me any idea of the sort of people who went off ?  
A —The children who had been brought from the neighbouring villages and passed off as belonging to people on the works  
Q —Had you compulsory residence on works ?  
A —As far as possible, but if the village was one or two miles away I did not insist upon it  
Q —It was an elastic business ?  
A —Yes, I arranged so that it should not interfere with the day's work  
Q —You didn't establish a distance test ?  
A —No  
Q —Do you think if you had imposed a distance test, *i.e.*, if you had excluded people from works who were living in villages under 4 miles away, that the numbers would have been sensibly reduced ?  
A —I don't think it would have been worth while trying that  
Q —You had in October established on all works the intermediate system, that is you paid by the amount of work done, there was no fining, but there was a shortage of payment according to the short work done, you had also provision in the shape of kitchens for dependants and children Did you continue that system right through ?  
A —Yes, it was never modified  
Q —Had you a severe famine in Kathiawár ?  
A —Yes  
Q —You are of opinion that the relief given was adequate ?  
A —Yes.  
Q —I am asking with a view to make a comparison with British States, you consider it was adequate to the circumstances in which you were placed ?  
A —I think it was quite adequate  
Q —Did the people always show an inclination to earn up to the maximum ?  
A —About one-half earned the maximum  
Q —Would you say 75 to 80 per cent of your people earned more than three-fourths of the maximum ?  
A —I should think 60 to 70 per cent  
Q —A certain proportion was employed on camp duties, sanitation, &c, and did not earn their wages by measuring works, but had other work to perform ?  
A —Yes

Q—That would come out of the total number ?  
A—I put them in  
Q—Well, then, 30 per cent earned less than three-fourths of the full wage ?  
A—Yes  
Q—Do you think they earned sufficient to keep them in good condition ?  
A—I think they improved  
Q—Then the inference would be that the full wage was too high ?  
A—I don't think they could have done any more work than they did  
Q—You had cholera ?  
A—Yes  
Q—Was it a severe outbreak ?  
A—I think it was  
Q—Did you find that the 30 per cent who earned less than three-fourths of the maximum wage went under sooner than the others there ?  
A—I cannot say  
Q—Did the numbers on your works increase as time wore on, had you a larger number in January, February and so on ?  
A—They increased steadily up till the end of April  
Q—Did your gratuitous relief dependants increase ?  
A—Yes, they kept advancing in the same proportion  
Q—In May did the numbers on works fall off ?  
A—They ceased to increase a little  
Q—Why was that ?  
A—It was owing to the cholera  
Q—They left the works ?  
A—Yes, they sat on the hill sides, they returned when the cholera scare was over in about a fortnight  
Q—How did they manage to live during that fortnight ? Had they saved anything ?  
A—Yes, there are always a certain number of people who save, those who had any resources went home  
Q—Did they come back ?  
A—Yes, a certain number  
Q—Your high flood-level was in April ?  
A—Yes  
Q—The first cause of decrease was the cholera and you never recovered the full number after that ?  
A—No  
Q—Did dependants decrease in the same way ?  
A—Yes  
Q—You talked about the introduction of the minimum wage, when was that ?  
A—On the wet days in June  
Q—It does not seem to have had the effect of bringing more people on to works ?  
A—That was because it was raining  
Q—You cannot really attribute to it any particular effect ?  
A—The minimum wage was never paid on those days on which they could do any work  
Q—It was not really a minimum wage ?  
A—It was nothing more than paying them a minimum wage for days that they could not labour  
Q—When did you close works ?  
A—At the end of October  
Q—Do you consider that if famine is taken in hand early enough, before people have run down, that the payment by results system is sufficient to deal with distress ?  
A—Yes  
Q—And the more so if you have a good establishment ?  
A—Yes, you must have a good establishment  
Mr Bourdillon—Would you have preferred to measure up daily ?  
A—I was satisfied with the arrangement I followed rough measurements were made daily and these were checked on Saturday  
Q—How were daily measurements recorded ?  
A—In measurement books in ink  
Q—Did you have any complaints from workers that they were being deceived ?  
A—There were always complaints about the wage  
Q—Did they complain of short measurements too ?  
A—Measurements were made by rods and they would always ask for a few extra inches  
The President—Did you rely upon the check measurements made on Saturday or on daily measurements ?  
A—On the check measurements  
Q—Under your system of payment by results if a man was ill for two days in the week he did not get any payment for those two days ?  
A—No, for those two days he could go into the kitchen or into hospital

*Report by Mr. E. O. Mawson, Agency Engineer,  
Káthiáwar, to the questions drawn up by the  
Famine Commission.*

*Question 19*—When famine had clearly declared itself large central public works were opened, but while it was still doubtful if there would be actual famine small relief works, chiefly digging irrigation wells, were commenced near affected villages, these works were a most useful guide in gauging the severity of the distress.

*20*—The small village works were under the control of the Political Department, the large central works being in charge of the Public Works Department.

No special scale of supervising establishment had been prescribed in advance, famine or even scarcity being almost unknown in Káthiáwar.

There was no delay in opening works. The small village works referred to in answer (19) were carried out as a rule with tools generally available in each village.

The village works being practically test works and indicating the approach of famine, a stock of tools for the large central works was procured at an early date, and there was no difficulty on account of tools and plant.

*21*—The works were not divided into charges, but large central works, consisting almost exclusively of the construction of irrigation tank embankments, were opened as near the centre of the area to be relieved as the conformation of the land permitted. The works were, so far as possible, designed to afford employment to the number of people estimated to be in need of relief within the area to which the work pertained.

When the maximum number a work could carry was exceeded a new work was commenced.

*22*—The establishment on each work was decided by the number of labourers. Each work was in charge of an officer or subordinate of the Public Works Department. On works with over 1,000 people the scale of establishment was, as a general rule, for each work—

One overseer or Assistant Engineer in charge.

One mistry to every 1,000 workers

One káikun to every 200 workers.

23.—Admission to the works was free to all people belonging to the State, Thána, or group of States or Thánas, to which the work pertained

No system of selection was tried, nor was a distance test insisted on. Residence on the work was enforced as far as practicable.

26.—There was a Civil Officer for each work of over 1,000 people. The Civil Officers were chiefly recruited from the local Survey Department which had been lately abolished, and they had been surveyors or clerks. The salary was Rs. 35 to Rs. 45 per mensem. The representative of the Public Works Department was usually an overseer on Rs. 50 to Rs. 100, and on large works an Assistant Engineer on Rs. 250 to Rs. 400. The Civil Officer had charge of the kitchen and all gratuitous relief, and with the Hospital Assistant was directly subordinate to the Special Famine Officer. The Assistant Engineer or overseer was directly subordinate to the Agency or Special Executive Engineer and had charge of all works, measurements, payments and fining. The Civil Officer and overseer were jointly responsible for the sanitation and conservancy of the camp.

The Civil Officer could inspect any part of the work, and if he considered measurements were not correct or punctually made, or if he suspected any irregularity, he reported the matter to the Special Famine Officer.

27.—The decision as to the application of prescribed tasks for varying strata in hard and soft earth rested with the Public Works Department officer or subordinate in charge of the camp and not with the Civil Officer.

28.—On some camps the task-work system and on others the piece-work system were in force.

In task-work the gangs were composed of about 50 men, women and children. They were made up by combining several families, and so far as practicable people from the same village were put into one gang.

All very weak or old people were sorted out and put into a special gang with light work.

Each gang was under a mukádam, selected by the members of the gang from amongst themselves.

In making up gangs all new-comers were first arranged in village groups. If there were enough people from any village to make up the requisite number they were all put in one gang, if not, the number was made up by adding detached families or individuals.

At the end of each week people could change from one gang to another.

The people from one village liked to work together, but I never noticed that there was any

great difference in the outturn of work between an exclusive village or mixed gang

In piece-work the gangs were small, usually five to ten individuals, and generally all members of one family

29 — *On task-works* the wage scale and classification adopted were those given in Appendix V, Bombay Famine Relief Code, but fining was continued below the minimum when necessary.

On piece-works, which system was introduced on some works early in December, the rates were at first fixed high enough to allow for the maintenance of the average number of non-workers in an ordinary family. Weak gangs or families in which the number of non-workers exceeded that of the workers, were employed under the task-work system.

In March it was found advisable to establish kitchens on camps carried out on the piece-work system, the maximum daily wage being reduced so as to allow only for the maintenance of workers

On the piece-work system the name of the head of the family or gang only was registered, with the number of men, women and children in his gang. Payment was made to the headman who distributed the amount received among the family or gang.

From an administrative point of view limited piece-work is easier to introduce and the people understand it better than task-work, there are fewer kākuns required and the payment is very simple and quickly carried out.

It is, however, more difficult to measure up piece-work correctly owing to the small size of the excavation done by each family.

*As regards economy* when the fining on task-work is proportional to the amount of short work, there is practically no difference in the rates of work carried out by either system.

30 — I do not think it is necessary to draw any distinction in the classification or wages of men and women.

The absence of any distinction did not lead to any difficulties

There is a slight saving on each gang owing to there being no distinction between classification and pay of men and women, as boys who are too old to be classed as children and too small to be classed as men can be put into the "Carrier" class. The same applies to cases of small or weakly men.

31.—The Code system was introduced from the outset on all the early works, but on works commenced after the beginning of December piece-work was adopted. On all camps carried out by piece-



work there were some gangs on task-work, and the two systems were carried on simultaneously on each work

On all camps where piece-work was adopted, the mass of the work was done under that system, task-work gangs being only formed of weak families and for special items of work for which piece-work was unsuitable

32 —I am strongly of opinion that all "workers" should be paid by results. It is, I think, advisable that dependants should be given relief in kitchens. If this is done, relief could, I think, be adequately afforded in severe famines by works conducted throughout on a system of payments by results.

33 —The task was graduated to the class of workers.

No allowance was made in the tasks for the distance the workers had come. Each new arrival, if strong, was allowed one or two days on full pay to build his hut, after which he was put into a working gang.

If new arrivals were weak or sickly, they were put into the special gang with light work till they had recovered their strength

47 —The procedure followed in opening a relief work was as follows.

*Preliminary steps.*—Sites for the camping ground, kitchen, hospital and latrines having been selected either by the Special Famine Officer or Agency Engineer, and the source of the water-supply having been determined, a Public Works Department overseer, clerk and mustering karkun were appointed and tools and plant for 1,000 people sent to the work. A small quantity of hutting materials for building a hospital, store shed, etc., was also supplied.

*Admitting and classifying labourers*—Only such people as came with tickets from the Thándáis or other Civil authority authorising their employment were admitted. Other applicants were sent to the nearest Civil authority to obtain an admission ticket, all people in poor condition, or who had come more than one day's march, being first given either a meal or a cash dole.

The people admitted were grouped into gangs of about 50 working men, women and children under a mukádam, and their names entered in the muster roll by the muster karkun. Dependants and non-working children were entered on a separate muster.

*Providing for dependants.*—Cash doles were given to all dependants and non-working children and an allowance above the ordinary wage to nursing mothers.

*Providing tools and plant.*—The tools were as a rule sent out from head-quarters where a stock was kept up, the handles and a few country tools being procured locally near the camp

*Marking out work* —All marking out of work and measuring up was done by the Public Works Department overseer and maistries. The mukádams were shown the task for their gang, for a week's work. Approximate measurements were taken daily and the true measurements on which the fining depended once a week.

*Imposing fines.*—No fines were imposed on first opening a work. The first arrivals were employed in fencing in the water-supply, digging latrine trenches, clearing the camping ground and erecting the hospital and store huts.

The new-comers were allowed one or two days to collect shrubs and dwarf jungle with which to build their huts, and about a week from the opening of a camp regular work with fines was commenced.

*Paying wages* —Payment was made daily for about ten days, then twice a week for a fortnight, after which payment was made weekly.

*Water-supply* —The water-supply was fenced in and high-caste men appointed to draw and distribute the water, no one else being allowed to enter the enclosure or interfere with the water-supply.

Pagis and watchmen were also employed to protect the water-supply and to enforce sanitary rules

*Hospital arrangements* —While the number of labourers was small, arrangements were made for the Hospital Assistant from the nearest dispensary to visit the work, and a small stock of medicines was provided.

As the number of labourers increased, additional mustering kárkuns were appointed, each kárkun mustering 200 people. A special gang of weak and old people was also formed and employed on light work. When the number of people had risen to about 1,000 a kitchen was commenced, a Civil Officer being appointed by the Special Famine Officer. A hospital and dispensary were erected and a Hospital Assistant put in charge.

The Public Works Department establishment was increased, a maistry being appointed for every 1,000 workers. A Police guard for the treasury and stores was also provided.

As soon as the kitchen was established all dependants were handed over to the Civil Officer. The cash dole then ceased, except the doles to nursing mothers, and all dependants were fed on cooked food in the kitchen.



MR. P R MEHTA, ASSISTANT SUPERINTENDENT, GUJRAT REVENUE SURVEY.

*Mr Nicholson* —Are you a member of the Royal Agricultural College?

A —Yes

Q —How long have you been in Gujrat?

A —About eight years

Q —Do you know all the districts?

A —I know Surat, Broach, and the Panoh Mahals, and I have a general knowledge of Ahmedabad and Khaira

Q —In what particular districts were you during the recent famine?

A —In the beginning I was employed in connection with the transport of cattle in Thanna.

Q —Subsequently you were in Broach?

A —Yes, I was for two months in Broach

Q —Generally speaking, what are the soils of the country which you have traversed?

A —Black cotton soil and *gorat* or light soil.

Q —Cotton is largely produced?

A —Yes, in the black cotton soil.

Q —Of the black cotton soil country what proportion is sown with food crops and what with non-food crops?

A —It is about half and half

Q —Do the cultivators breed cattle largely?

A —Not in Broach, there is no forest or fodder.

Q —But the number of cattle is rather large, or at all events valuable, is it not?

A —In Gujrat the number of breeding cattle is large, in Broach I don't think the number of breeding cattle is larger than the country can support

Q —What was the problem to be faced at the beginning of the famine? Was there a large stock of fodder in the country?

A —No, it was consumed by August

Q —So that you began the famine with a large number of valuable cattle and a short amount of fodder and a short amount of grass?

A —Yes

Q —And the problem was to support a million of cattle?

A —A little more perhaps

Q —Now the steps taken were various. In the first place cattle were sent to the forests? Which were the forests available for the cattle?

A —In Thanna and also the Native States

Q —Did the people largely send their cattle to these Native States?

A —Yes, the Broach people, who have relations there did, and also to the Ráj Pipla forests which are known to them

Q —But the fodder in these forests became exhausted at an early date?

A —Yes

Q —So that you had to face the whole of the hot weather with no fodder and no forests?

A —Yes

Q —Then it was determined to send the cattle to the Thanna forests?

A —Yes, as an experiment.

Q —And 15,000 were sent there?

A —Yes.

Q —Was it successful or unsuccessful?

A —Over 50 per cent died the only success, if it may be called one, was that all would have otherwise died

Q —You sent 15,000 cattle, could you have sent more?

A —We could have sent them if the people had taken more they were willing to go, but we stopped it

Q —As a matter of fact, from the results obtained, do you think in a future emergency people would send away their cattle at all?

A —No

Q —Is that on account of the mortality?

A —Yes

Q —I believe they were sent at their own expense the expenses were debited to them as *takavi*?

A —Yes.

Q —It now stands against these people as a debt?

A —I don't know, I suppose it does

Q —There was large mortality on account of the herdsmen running away or having died?

A —Yes, the large majority of the Broach people could not stand the jungles and they were under the impression that they would be stopped at railway stations, the cattle were turned out in the villages in consequence of the herdsmen running away.

Q—In any case I understand that herdsmen found great difficulties and deserted ?  
A—Yes  
Q—What was the quality of the fodder ? Was it suitable to the Gujrati cattle ?  
A—It was succulent and good in the beginning.  
Q—There was nothing the matter with the fodder ?  
A—No  
Q—Is not grazing of little use when the grass has seeded ? It is not then of much nutritious value ?  
A—The hill grass is unlike the plains grass It loses its nutritious qualities when it becomes coarse later on in the year  
Q—Then the theory that taking the cattle to the fodder is better than taking the fodder to the cattle does not then apply in Gujrat ?  
A—No, Thanna is the only forest  
Q—Would you say it is impossible to take Gujrati cattle to the Thanna forests as a rule ?  
A—Yes  
Q—Then it would have been better to bring the fodder to the cattle ?  
A—Yes  
Q—Was that tried ?  
A—Yes  
Q—Was it successful ?  
A—The difficulty was that at the time when mortality was highest there were no railway trucks in Thanna, besides, people could not be found to cut the grass, as they were engaged in cutting their crops at the time  
Q—As a matter of fact not only were there difficulties in getting cattle to the forest, but there was difficulty in getting the fodder out of the forests for the cattle ?  
A—Yes, for want of carts.  
Q—Have you any idea how much fodder was brought into Gujrat by rail ?  
A—I have not got the figures  
Q—How much was brought in by Government ?  
A—Over 90 per cent private people had difficulty about trucks  
Q—At what time of the year was Government fodder chiefly brought in ?  
A—I think it began to come regularly from January.  
Q—When was the bulk brought in ?  
A—Later on, in April and May.  
Q—Was that not rather late ?  
A—Yes it was too late we could not get transport.  
Q—By then the cattle had died ?  
A—In the beginning we tried to bring even green fodder from Thanna, but found that it sweated and rotted before it arrived in Ahmedabad  
Q—In order to get rid of that fodder it was sold at low prices ?  
A—I was not there at the time, I was in Bhopal  
Q—There was a third method for preserving cattle, cattle camps ?  
A—Yes, I was in charge of one  
Q—How many cattle do you think you saved by this means ?  
A—The mortality in Broach was 16 per cent  
Q—How many did you save ?  
A—About 900  
Q—Altogether how many camps are there in the country ?  
A—Five camps  
Q—Then the total number of cattle saved by means of camps would not be 5,000 ?  
A—About that number  
Q—Do you think it possible to extend the camp system to any extent ?  
A—The only difficulty is that you want trained men to look after them  
Q—Without proper skilled supervision cattle camps would only be likely to spread disease ?  
A—Yes, I attach great importance to those men being trained in the Agricultural, and not in the Veterinary Department  
Q—Consequently, in the present circumstances, the cattle camp system is not a particular method of dealing with the cattle in bulk ?  
A—No  
Q—Would you limit it to the valuable breed of milch-cattle ?  
A—That would be of great use  
Q—You would exclude the worthless cattle, and keep the valuable breed in your camps ?  
A—Yes  
Q—I understand you would, instead of taking the cattle away to forests or into camps, prefer the method of keeping the cattle in the homes of the people and sending them fodder at as cheap rates as possible ?  
A—Yes  
Q—What are the advantages ? I suppose a little fodder goes a longer way in that case ?  
A—Yes.

Q—There would be this advantage, besides that, the herdsmen would not have to wander about with their cattle and leave their dependants on gratuitous relief, but remain at home and look after their dependants?

A—Yes There is another method of keeping cattle the growth of fodder

Q—Are there in Gujrat garden fodder crops for instance, is *juar* sown for the sake of the fodder?

A—Not in black soil

Q—Although 50 per cent is occupied by non-food crops, and although a part of the wealth is in cattle, they do not grow food crops for cattle?

A—Not everywhere

Q—Do you mean that in these districts where cattle are especially valuable they don't as a rule raise crops for the purpose of feeding their cattle?

A—No

Q—Do you think that the practice could be inculcated by advances of *takavi* and the digging of wells?

A—The difficulty, as far as I can make out, as regards the digging of the wells is the smallness of the holding

Q—Why is that?

A—The average holding in Gujrat is 10 acres This average is calculated according to the registered occupants only, but since the original survey 30 years ago the survey numbers or their registered Sub-Divisions have not been sub-divided according to ownerships the result is that though the ownerships have multiplied, the survey numbers and their sub-divisions stand as before I therefore think that the average holding instead of being 10 acres should be reckoned at less than five acres. Again, a holding is not situated in a block it may consist of portions of survey numbers distributed over the whole area of the village A well costs from Rs 300 to Rs 600 I think, therefore, that if the holding is so small as not to make it worth while incurring the cost of the construction of the well, it is not possible for people to construct wells Apart from this, wells would be good, but they cost money

Q—I presume in a very great number of cases that difficulty would not apply?

A—When I was doing field work, that difficulty struck me forcibly.

Q—Do they take great care about storing their fodder?

A—Yes, it is valued as much as the food they eat

Q—In spite of that storing the stock was exhausted by August?

A—Yes

Q—Would it be advisable in future to inculcate to a greater extent the practice of growing fodder crops?

A—The cultivator knows exactly what he wants

Q—Would he take his chance of his cattle dying rather than produce fodder, for the preservation of his cattle at a time of drought?

A—He would follow the system that struck him as the best

Q—Has any attempt been made to introduce new foods, take for instance prickly pear?

A—We have very little of that

Q—In famine camps you introduced the use of the oil-cake, that is not customary in Gujrat?

A—Yes it is

Q—In consequence of the failure of fodder was oil-cake more largely introduced into the country by Government or private enterprise?

A—No

Q—Supposing you had a ration of 20 pounds of grass, what part of that could be replaced by oil-cake? Could five pounds be substituted by one pound of oil-cake?

A—Yes

Q—And that would not be injurious to the health of the animal?

A—No

Q—Would it be easier to introduce large quantities of oil-cake than quantities of grass? I am thinking of the railway question?

A—Yes

Q—Is there not the habit of using leaves for fodder?

A—Yes

Q—In ordinary years?

A—No

Q—Are there any trees in the country which could be used for fodder?

A—Yes

Q—Can that be largely developed? Could, for instance, fodder hedges be planted?

A—Yes

Q—Could that be inculcated as a practice?

A—Yes

Q—Then do I further understand you that, in times of famine, Government aid should be supplementary to private enterprise? Should Government merely give facilities in the case of fodder, for instance *takavi*?

A—Our experience in Gujrat was that private enterprise would have killed many more cattle than Government would have done private enterprise only sold fodder to the city people If left to private enterprise, the fodder would have sold at a rate beyond the means of the cultivators and not as cheaply as Government sold it. In Broach we supplied it at the net cost

Q—Afterwards the bulk was sold at Rs 2. Do you think selling it at that price prevented private persons from bringing it in?

A—At the time it was reduced to Rs 2 there was hardly any fodder in the country to bring

Q—What has been the result of the operations of the famine upon the country? What loss has there been of cattle?

A—70 to 80 per cent of milch-cattle and young ones and 40 to 50 per cent. of the bullocks

Q—In future years there will be a great dearth of young stock?

A—For the next 10 years

Q—Consequently the tillage power of the country is not only reduced by 40 to 50 per cent but there will be a prospective loss during the next 10 years?

A—Yes

Q—Did you find, as a matter of fact, that the area of cultivation has in any way suffered?

A—It has suffered tremendously as far as my information goes, the area is much under the normal

Q—From your experience you are persuaded that fields which were cultivated two years ago are now no longer cultivated, and to a considerable extent you attribute that falling off to the loss of cattle?

A—Yes

Q—Still a considerable percentage of the cattle lost had, I suppose, passed their time of usefulness?

A—Not many

Q—What becomes of the old and worn-out animals which were beyond work?

A—The cultivators would not kill such animals, but they would not be fed they would rather have a milch-buffalo than a pair of old bullocks

Q—Your opinion is that taking cattle to the forests is a difficult matter and one which is not productive of the best results, that it is better to bring the fodder to the cattle in the villages and to endeavour to keep the people and cattle at their homes in order that the small amount of grass which can be provided may be secured by the various ways which are open to and known by the cultivators, that the cattle camps are useful and should be limited to the better class of the milch-cattle of the country, and that, as a matter of fact, while the cultivation and growth of fodder is an exceedingly difficult matter, it is doubtful if the cultivation can be developed, that the introduction of a new kind of food is hardly possible for the reason that prickly pear and such substitutes do not exist largely, that the use of oil-cake is perfectly well known, and that the people are willing to adopt the practice of using the leaves of forest fodder trees?

A—Yes

Rao Bahadur Syam Sunder Lal—As Assistant Superintendent of Revenue Survey, can you tell me what is the proportion of the revenue on gross produce in different kinds of soils?

A—Our assessment varies from two annas to Rs 25 in the whole of Gujrat, my opinion is that if you take an average crop of 10 years in a particular field, the assessment would come to nearer 20 per cent than 15 per cent

Q—Have you made any crop experiments?

A—Yes, the general result is 17 to 18 per cent in a large number of special crop experiments made

Q—In *bhagayyat* land what is the incidence?

A—It is very difficult to tell, because where sugarcane is grown the incidence varies very largely

Q—What is the assessment per acre?

A—In *jarat* or dry crop lands it varies from two annas to Rs 6, in *luari* or rice lands from Rs 5 to Rs 17 those rice lands which are situated on a higher level and receive rain water from a small drainage area would be assessed at Rs 5. Beds situated further down which receive accumulated water, would be assessed at Rs 8, rice beds irrigated from tanks would be assessed in addition for tank assistance and their assessment will go up to Rs 15 or Rs 17, according to the facilities and the permanent security for the water they enjoy. The *jarat bhagayyat* lands are assessed up to Rs 15 and the rice *bhagayyat* lands up to Rs 24, the area of these *bhagayyat* lands is very small, and they are some of the richest lands in the world

Q—If these valuable soils are mortgaged to the money-lender, what does he charge?

A—The custom in Gujrat is, except in *bhil* tracts, for the money-lender to charge rent at double the assessment, the assessment being paid by the owner

Q—Do you notice any tendency on the part of the *sowcar* to take possession of the lands here?

A—Not much

Q—Has that anything to do with the high assessment?

A—Our assessment being full, can be paid by people who can cultivate, and do cultivate, but I think it would be very difficult for a *sowcar* to cultivate land on his own account he would lose by it

The President—You say that the assessment is a full assessment? Is it your experience that a tenant saves from the surplus of one year to meet the demands made upon him in another?

A—I think, as far as I can make out, he cannot save the holdings are so small

Q—Are you in favour of suspensions of revenue in years which are bad?

A—In famines like the last I think it would be best to recover nothing

Q—Would you remit or would you suspend in such a case as the famine of last year?

A—I would remit fully in the case of cultivators and suspend in the case of *sowcars*

Q—You would establish two classes, cultivators and *sowcars*? Would you suspend in the case of *sowcars*, the amount you hoped to recover in the future?

A—Yes, if the years are good

Q—Cultivators are indebted to the *sowcars*?

A—Yes, I don't think you will find any cultivator who is not indebted to the *sowcar*

Q—You say that the registered occupier of the holding is the person who was registered at the survey 30 years ago? Suppose that a man, A, has sold his holding to B, and B has mortgaged his holding to C, so that practically C is the proprietor of the holding while A's name is maintained on the register? In such a case as that where the actual cultivator is practically sub-tenant with no proprietary rights in his holding, would you suspend or remit?

A—I would suspend

Q—In a case where the cultivator is still the actual owner of a field, would you remit when there was a total crop failure?

A—Yes

Q—In the case of a money-lender would you suspend in the case of a total crop failure?

A—Yes, but in the case of a cultivator who has mortgaged his land and cultivates from the *sowcar* I would remit for, if you suspend, the *sowcar* will debit him with the amount he has to pay

Q—What is your opinion in the case of a failure of, say, 10 annas? Would you give any suspensions of revenue there in the case of the actual cultivator?

A—In Gujrat there are well-known spots which are known not to be in a thriving state. In them I would give proportionate suspensions, in others which are prosperous I would not

Q—Would you give those suspensions with reference to the condition of the crop, or make inquiries into the circumstances of the individual, and endeavour to find out whether or not he could pay?

A—I would give suspensions on the crop in bad areas. There should be a substantial suspension in precarious parts of Gujrat

Q—Then would you consider whether any part of the money should be remitted? On what principle would you act in considering whether remissions of revenue should be given?

A—On my knowledge of the locality

Q—Not of the individual?

A—No

Q—In the precarious tracts of country, would you allow the fact of land being mortgaged and held by other than the recorded occupant to enter into your calculation?

A—In such a tract I would be inclined to help the *sowcar* too

Q—In that case you think the cultivator would be helped also?

A—Yes, in the last five or six years the *sowcars* in Gujrat have lost as much as the cultivators

Q—Would your suspensions of revenue in the case of the precarious tracts be uniform over a large tract of country? If there was a *taluga* in which there had been a failure of a six to eight-anna crop would you on the reports of a uniform crop failure give suspensions or go into further inquiries?

A—The bad tracts are well known and if the *mamlatdār* reported that they had not produced sufficient crops, I would give suspensions

Q—Have you village-books in which the crops are entered from year to year?

A—No

Q—Have you any examination of crops? Does not the *patel* and *kulkarni* go into the village and put down what the crops are likely to be, whether a eight-anna or what and is not that tested by a superior officer?

A—The crops that are on the ground are recorded, but no estimate or anna values are noted

Q—Are your tracts divided into *parganas*, fiscal divisions smaller than a *taluga*?

A—There are half a dozen sub-divisions called *mahāls* the smallest ordinary division is the *taluga*.

Q—The *taluga* may be from 300 to 400 square miles?

A—Yes

Q—You have no village-books in which the soil of the village is classified into good, precarious, and so forth, which would enable suspensions to be easily worked out?

A—No, the survey assessment map is the only guide, and the soil is assessed according to its fertility

Q—You are in favour of suspensions of revenue on a uniform principle—suspensions to follow the crops and not to follow the individual?

A—Yes

Q—In considering remissions, would you follow the crop and not the individual?

A—I would follow the crop.

Q—If you gave a suspension of six annas upon a particular *kist*, how much of that *kist* would you remit?

A—I would not remit



Q—In what circumstances would you remit?

A—If the condition of a village is known to be bad in average good years, and if successive crops are not very good, and if by remitting the revenue I should be giving a fillip to the village, then I would remit it.

Q—You have no such suspensions of revenue at present?

A—No.

Q—What proportion of the people are indebted in Gujarat?

A—I suppose 100 per cent.

Q—What proportion are hopelessly indebted and cannot recover their lands from the *sowcar*?

A—I think 25 per cent.

Q—The balance have got some hope?

A—Yes, very good hope.

Q—A few good years would set them all right?

A—Yes.

Q—Is there a strong feeling on their part to keep their names on the register?

A—Yes.

Q—In the case of the lands which are hopelessly indebted, does the *sowcar* bring his name on the register occasionally?

A—He may or not; it does him no good to bring his name on.

Q—Suppose A is the registered occupant of a field which comprises 15 acres, and suppose he keeps five acres in his possession and sublets five acres to B and five acres to C? Suppose he has to pay to Government Rs. 20 when the *kist* falls due, if A does not pay, what does the *mamlatdār* do? Can he issue a notice on A and attach his crop and then his property?

A—Yes.

Q—If the demand is not satisfied, can he attach B's and C's portion?

A—The *mamlatdār* would attach the whole of the survey number.

Q—The *mamlatdār* will recognise no transaction between A, B, and C, which interferes with the Government revenue?

A—Yes, he would in a case in which A is the registered occupant and B and C are A's brothers; in that case the *mamlatdār* would not recover from B and C.

Q—If A be very deeply indebted to the *sowcar* and unable to pay, what happens if the crops do not suffice? Can the *mamlatdār* further imprison A?

A—Yes, but the *sowcar* comes forward and pays the revenue.

Q—He pays to prevent his tenant being exposed to such indignities and also because the field would be sold?

A—Yes.

Q—Has the cultivator to go through all this harassment, seeing he really is not the man who owes the money at all?

A—The registered occupant is responsible for his share of the holding and for the shares of his co-sharers; if the latter do not pay the revenue of their shares, the revenue is recovered from the registered occupant, who then applies to the *mamlatdār* for help to recover the dues from the co-sharers; such rent suits number about 500 to 1,000 in the year.

Q—Is revenue recovered with much difficulty?

A.—Yes.

*Answers by Mr. P. R. Mehta, Assistant Superintendent, Gujarát Revenue Survey, to the questions drawn up by the Famine Commission.*

**Question 14.**—It is possible to make irrigation wells in the Broach District within a very small area. The prevailing soil is black and the depth to the water in wells from 45 feet and upwards in the ordinary years. The supply of water in the wells is also deficient and cannot irrigate more than half an acre in ordinary years. During a famine year, when the bullocks have already lost their strength through insufficient food, they could not be expected to draw the water bags from such deep wells. In the villages on the sea coast the water-supply is both deficient and brackish. In this district wells for domestic purposes are generally dug in the bed or the banks of the village tank in order to ensure the supply throughout the year.

In parts of Jambusar sub-division, where the soil is "Gorát" or light-coloured, wells are possible, but the cultivators consider the water "Chapdu," *i e.*, it contains mineral oils which deteriorate the soil by making it stiff and adhesive after a continuous irrigation of three or four years.

(1) TRANSPORT OF CATTLE TO THE THA'NA  
FORESTS FOR GRAZING.

66 —In the Broach District, grass and fodder crops had failed entirely and the surplus stock of fodder was consumed by the end of August. The prevailing soil being black and the supply of water in the wells scanty even in ordinary years, it soon became apparent that fodder crops by help of well irrigation could not be so extensively grown as to keep alive an appreciable number of cattle. The cultivators of the sub-divisions of Broach and A'mod drove a large number of their stock to the adjacent Rajpipla State forests in the months of August and September. These forests are well known to the people of these parts and are situated within 40 or 50 miles of Broach. Before the end of December these forests were eaten up and the people began to bring back their cattle to their homes. A large number is reported to have died in Rajpipla of an epidemic disease resembling farcy. During the latter end of September the Honourable Mr. Lely convened a conference of officers of the Revenue, Forest and Agriculture Departments at Pálghar in Thana to conceit measures to transport the cattle from the affected area to the Thána forests. It was resolved to send about 10,000 animals and to restrict the operations to bullocks, only a small number of good buffaloes were allowed.

Mr Monteath, the Assistant Collector, was put in charge to superintend the operations in Thána and was assisted later on by Mr. Wood, Assistant Collector, Forest Range Officers and forest guards were also told off to duty in connection with these operations. Handbills were distributed in the affected area explaining the scheme, and the Honorable Mr. Lely, Mr. Mollison, the Deputy Director of Agriculture, and myself made a tour and explained the scheme to the assembled cultivators. At first the people showed a great disinclination to try the jungles of which they knew nothing, but as soon as reports reached them from those who had gone there, there was a great rush to secure passage.

The Railway charges were defrayed by Government and credited to the owners as tagán advances.

In all about 15,000 animals were sent to the Thána forests. The operations were then closed as it was thought prudent not to send a larger number, this being the first experiment of its kind ever made in these parts. Of the 15,000 sent to the Thána District, over 12,000 were from the Broach District alone.

The Thána forests consist of hills and ravines. The hill grass, when it becomes dry, is coarse and unnutritious. The cattle did excellently till the end of February. In March rinderpest appeared among them and carried off a large number. It was also found that the Gujarat cattle did not thrive on the grazing afforded by the hill sides later on in March.

A large number was brought back to Broach in April, where by this time fodder had begun to arrive in sufficient quantity and was being distributed among the cultivators. The mortality among the Thána cattle is reported to be over 60 per cent. I think, however, that about 50 per cent. were saved. The Broach Boias, as soon as rinderpest appeared in Thána, drove back a large number of which no statistics are available.

In case of another famine I do not think that the people could be induced to send their cattle to Thána. Not knowing the language and unaccustomed to forest life, the herdsmen were put to much hardship, though everything that was possible was done to assist them.

## (2) CATTLE CAMPS

Cattle Camps were first started in Ahmedabad. Mr. Pánse, the Collector of Broach, as soon as he took charge of the district in November, called a public meeting of the respectable inhabitants of Broach and collected Rs 2,000 to meet the initial and other expenditure and started a cattle camp in Broach. The total number admitted in this camp was 1,087. Other camps would have been started, but early in the year, owing to the

difficulty of procuring waggons, sufficient fodder could not be brought to Broach to feed a larger number. The casualties amounted to 174, or  $16\frac{1}{2}$  per cent. of the full number admitted in the camp. The deaths were confined to cattle which were fed on leaves for some time before they were admitted in the camp. They died a slow lingering death and remedies and nutritious diet were ineffectual. Later on in May the chief cause of deaths was coarse fodder which had to be given for some time. The total receipts amounted to Rs. 18,316 and the total expenditure on grass to Rs. 20,645 *plus* Rs. 1,980 out of the private subscription which was spent on construction, oil-cakes, medicines, etc. Thus the loss to Government was Rs. 2,329. The above-mentioned cost of grass is calculated at Rs. 10 per 1,000 lbs., at which rate the Government agreed to charge the cattle camp. If, however, the full price of grass, namely Rs. 13 per 1,000 lbs., were taken into account the loss to Government would come to Rs. 7,639, or a maximum charge of Rs.  $8\frac{1}{2}$  per each head of bullock saved. The result, no doubt, will be considered satisfactory. The cattle were admitted at a varying price up to a maximum of Rs. 25 for 7 months for a full-grown bullock.

#### IMPORTATION OF BULLOCKS.

In the month of May I was engaged on the Indian Midland Railway between Bhopál and Ujjain in superintending the operations of transporting bullocks to Gujarát. I made enquiries about this matter at Jhánsi and other places and decided to confine our operations near Ujjain. Bullocks were selling here at cheap rates and this was the nearest spot to Gujarát. Besides the I. M. Railway refused to give any waggons for bullock traffic. The B. B. & C. I. Railway on the representation of the Honourable Mr. Lely gave us considerable assistance and tried their best to place waggons at our disposal at half rates. Good, strong, young Málvi bullocks were landed in Ahmedabad at a price from Rs. 30 to Rs. 40 and those of larger size ( $13\frac{1}{2}$  hands and over) at Rs. 50 to Rs. 70. Private dealers from Broach, Ahmedabad and Káthiáwár, who came to Central India on hearing of our consignments, were given all assistance. I myself passed about 6,000 animals. In all I believe not less than 25,000 bullocks were imported from stations between Sehore Cantonment and Rutlám to Gujarát, Rewa Kántha and Káthiáwár. Up to date I have heard good accounts of the imported bullocks from the districts. They have been reported to have given satisfaction in performing field operations. For cart traffic, however, they are not so useful as the Gujarát carts are heavy and made for large-size animals.

#### IMPORTATION OF FODDER.

67.—Broach was supplied with fodder from the Khándesh forests on the new Tápti Valley Railway, from Pálghar in the Thána District, from the North-

West Provinces, from stations on the Indian Midland Railway through Mr. Fernandez of the Forest Department and Messrs. Abbott Brothers of Jhānsi.

The quantity of grass received from the Khāndesh and Thāna forests was of a poor description. The Gujarāt cattle being accustomed to live upon better quality of fodder did not thrive on it though there is no question that the imported fodder kept alive a large number. The grass received through Mr. Fernandez from Saugar and adjacent stations was of excellent quality and being mostly sent in steam-pressed bales came cheaper and there was much less loss through wastage. The fodder supplied by Messrs. Abbott Brothers was not of good quality, but the contractors tried to supply what they could and did their best. I was in Bundelkhand for about two months. Bundelkhand grass deservedly enjoys a high reputation. But the demand far exceeded what it could supply. Grass was sent from the stations on the Indian Midland Railway to Gujarāt, Kāthiāwār, Pālanpur, Maiwār and Jodhpur. The demand was so great that inferior coarse stuff which never was cut before and grass damaged by rain was brought to the Railway stations and easily sold off. People considered themselves fortunate if they could procure a waggon or two even of this bad stuff.

The Broach District was fortunate in procuring a large supply of fodder. Besides what it got through Government from the North-West Provinces and Thāna, the Collector made his own arrangement to cut, bale and detrain grass from the Khāndesh forests on the Tāpti Valley Railway.

The expenses were defrayed from the Local Fund money at the disposal of the Collector which was afterwards recouped by the sale of grass to the cultivators. The grass was sold to the people at a cost price which came from Rs. 10 to 12 per 1,000 lbs.

The death-rate among cattle in the Broach District is reported to be 44 per cent. It must, however, be stated that the cultivators took care to preserve their bullocks in preference to cows and buffaloes. The death-rate among bullocks was therefore proportionately smaller than that among the milch animals.

P. B. MEHTA, M.R.A.O.,  
Assistant Superintendent,  
Gujarāt Revenue Survey,

BROACH, }  
11th January 1901 }

*The President*—What district do you come to speak for ?

A—I come to speak of Ahmedabad, I have only been two months in Khaira

Q—When did you join the Ahmedabad district ?

A—In May 1899

Q—When did you leave the Ahmedabad district ?

A—At the end of November 1900

Q—Were you the Collector the whole time ?

A—I was only Collector up to the middle of September 1899

Q—Who is the Collector of Ahmedabad ?

A—Mr Gibbs, now on leave

Q—The failure of the rains commenced in what month ?

A—Serious anxiety began to be felt at the end of June

Q—Had the previous harvest been good in Ahmedabad ?

A—They had been good in most of the districts

Q—But on the whole was the condition of the district fairly normal when the rains began ?

A—I think quite normal

Q—Then the consequences which followed, resulted practically from the failure of a single crop ?

A—Yes, and the fodder difficulty

Q—Was there no crop at all in Ahmedabad in 1899 ?

A—In Gogo Mahál there was a very poor crop, in the rest of the district the failure was complete

Q—When did you first become anxious ?

A—We were anxious all through June, and anxiety increased as July went on

Q—What is the character of the people you have in your district ? What classes are divided into ?

A—The principal class—the most numerous class—is the *hola* class

Q—What proportion of the nine lakhs would they take up ?

A—I cannot be sure, but it must be something like 50 per cent

Q—Are they labourers or petty cultivators ?

A—Labourers and petty cultivators

Q—Have you got any aboriginal tribes ?

A—In the north of the district there are a few such, but they do not form an important part of the population

Q—Did you require any special class of relief for any special class of people : Bhils, &c ?

A—No

Q—When did you consider it desirable to take measures of relief ?

A—I think it was about the end of August

Q—At that time was the necessity for relief indicated by the wandering of the people searching for food ?

A—There was a great influx into the Ahmedabad City of beggars, chiefly from the neighbouring Native States

Q—Was there any wandering of beggars from British villages ?

A—No, I think not at the beginning

Q—That is to say at the end of August what was the general character of the relief works that you first undertook ?

A—They were opened as test-works, there were tank excavations

Q—How many *talukas* had you in the district ?

A—Six *talukas* and two mahals or *sub-talukas*

Q—Did you open your relief works in each *taluka* or did you open in any particular *taluka* ?

A—I think they were in every *taluka*.

Q—Were they from the commencement managed by the Public Works Department or were they managed by civil agency ?

A—The Public Works Department had nothing to do with those works

Q—They were managed by civil agency ?

A—Yes

Q—That is, I suppose, by the *mamlatdár* and his assistants ?

A—And the Local Fund Overseer in each *taluka*

Q—Were they in the nature of development of the ordinary road repairs ?

A—They were works which were ordinarily carried out by the Local Board, but in cases they were tank excavations

Q—That would be an extension of the Local Board's sphere in ordinary times the Board I suppose would not take up tank work ?

A—They would in this district

Q—Were these test-works financed from the Local Fund?

A—From the district Local Board Fund

Q—How long did they continue in the character of test-works?

A—They continued as test-works until it became evident that there was an insufficient number of relief works

Q—Then what steps did you take?

A—Then large Public Works were opened

Q—Was that in the month of August or September?

A—That was in the month of September

Q—You say there were only two works opened. Do you think that two works were sufficient at that time in your district?

A—No, I do not. I started two and almost directly after they were started I handed over my charge to my successor

Q—On what system were the two you started in September?

A—They were started on different systems. One was started in Vrangam a drainage channel, that was first opened on the system of piece-work. And the second was started near Ahmedabad that was started in the beginning on the Code task system

Q—Were both the works under the Public Works Department?

A—Yes

Q—Who was the engineering officer in charge?

A—Mr. Shepherd was then Executive Engineer

Q—He is not here now?

A—No

Q—Two works were started, one was a drainage channel, which was started on the piece-work system and the other near Ahmedabad, that was started on the Code task system? Was the piece-work system one of strict payment by result, or did you give any allowances to dependants and children?

A—There were no separate allowances for dependants and children, that was supposed to be included in the wage

Q—Were any kitchens established for children?

A—No, not in the commencement.

Q—It was pure piece-work, was there any allowance over and above the maximum wage?

A—Yes, that was provided for, I do not know the exact percentage

Q—Let us take the channel. It was opened on the piece-work system with permission to the workers to earn 25 per cent over and above the maximum wage whereby they might support their dependants, how long did that system go on, and when were kitchens attached to the work?

A—That I cannot say. The Executive Engineer could give details about that. I relinquished charge of the whole district, and I do not know how long it continued, but it was changed soon after. I cannot say when.

Q—As long as it was continued on the piece-work system, did you ever have occasion to visit it?

A—I went there and stayed there two or three days

Q—Did you see the people who came on it?

A—Yes, I did

Q—Did you make yourself acquainted with the system of organization?

A—The system of organization was more or less in embryo

Q—How many people were there on the works when you saw it?

A—During the few days I was there the work got up to, I think, 300 or 400 perhaps

Q—Not more?

A—No

Q—Did the people seem to you to be the ordinary agricultural people, or did they seem to you hangers-on?

A—Some of them were professional labourers, some of them were ordinary agricultural people

Q—Did they seem to you to be pulled down?

A—They came perfectly fit to the work

Q—You saw no signs of emaciation or starvation at that time?

A—No

Q—While Acting Collector in Ahmedabad, did you visit the Ahmedabad work also?

A—Yes

Q—That was started on the Code task system?

A—It was

Q—How many people did you find on that work?

A—That work increased by leaps and bounds from the very first day it was opened

Q—Now, do you consider that the increase by leaps and bounds was in any way connected with the system of work, the system of payment that was adopted?

A—I think it was due to other causes

Q—Causes connected with the growth of pressure?

A—Yes, and the fact that Ahmedabad is a large central place to which people flocked from hundreds of miles round

Q—Did the people on that work seem to be of reduced physical strength?

A—They did not. They had been hanging about Ahmedabad some days, but there was nothing wrong with them physically.

Q—Was there any difficulty met with in organizing labour?

A—There was enormous difficulty.

Q—The establishment that you had to deal with, I presume, was not large?

A—Quite insignificant.

Q—And consequently you had great difficulties to encounter. What measures did you take to increase your establishment?

A—That I cannot say.

Q—Shall we get any evidence on that point?

A—I do not think so. Mr. Fardounji might be able to give some.

Q—Would you prefer not to be questioned with regard to the further development of the Public Works relief system?

A—Yes.

Q—Perhaps you may be able to answer me this question—whether there was any feeling on the part of the Civil authorities—the Collector and his assistants—that the control or management of Public Works was a matter apart from them with which they ought not ordinarily to interfere. Was there any such feeling? In the beginning was it not the idea that the organization of the relief works should be entrusted altogether to the Public Works Department?

A—Yes, in the matter of establishment it was.

Q—And in the matter of grouping the workers into gangs and larger bodies and so on, in the matter of the apportionment of task, in the matter of adjustment of wages and the task performed, and generally in the matter of the enforcement of discipline on the works, were these considered especially to be Public Works Department matters with which the Civil authorities ought not to interfere?

A—Some of them were considered as Public Works matters, some of them were not, and according to our Code civil officers were entrusted with the latter.

Q—During the progress of the relief operations did the Collector of the District and his assistants act on the assumption that they were entirely responsible or primarily responsible for the maintenance of discipline on the works and for the payment of wages and the general well-being of the workers, or did they consider that that was a matter which should be entrusted to the Public Works Department?

A—I think they considered that the Collector and his assistants were jointly responsible with the Executive Engineer on all those points.

Q—I asked you whether they were primarily responsible. Did they consider that the Executive Engineer and his officers were then assistants for the carrying out of the work? Was that the view they held?

A—I do not think the position was defined so clearly as that, and no necessity arose for pressing the point.

Q—You worked in harmony with the Public Works officers and the necessity of asserting your authority did not crop up?

A—Any suggestions we made were at once attended to and satisfactorily attended to.

Q—When was the question of the distribution of relief in the villages first begun?

A—The first step was taken very early. I sent a circular to the *mamlatdars*, warning them that no one was to die of starvation, and if any man was in that condition in any village, he was to be fed in the village and the *mamlatdar* was to report his name.

Q—The cholera came in the month of April and your numbers on works fell. The people left your works and went to their villages. Did they come back to your works again?

A—They did. The departure was only temporary.

Q—What was the reason that some villages were selected for distribution of gratuitous relief, while others were left out of the Code? How is it that gratuitous relief was only distributed in April in 316 villages, and in July 776 villages got the dole? Is it to be assumed that in the other 460 villages there were no poor people?

A—Yes, I think that may be assumed. In some villages which I visited, I found no one eligible.

Q—In May you took energetic steps. In May, June, July, and August you were very liberal in distributing relief, but even with that liberality your mortality remained extremely high. Is that due to cholera?

A—I remember the cholera deaths reported were very much smaller than the actual number that occurred.

Q—The mortality may in some way be connected with the inadequate distribution of village gratuitous relief?

A—I don't admit that the distributions were inadequate.

Q—I won't say inadequate, but at all events is it in any way connected with the fact that more than half of the people of your district were not under the gratuitous relief system up till April?

A—I think that might account for a very small portion of the mortality if any.

Q—What was your organization for the distribution of village gratuitous relief?

A—A *taluqa* was divided into a number of circles each of which was put under a Circle Inspector, who had the control and management.



- Q—Did you require the Inspecting Officer to visit every village ?  
 A—Towards the end we did  
 Q—Your ordinary organization is that you have a *patel* and over him you have a Circle Inspector and over him you have a *harkun* ?  
 A—Yes  
 Q—Did you strengthen that establishment in December ?  
 A—Very freely  
 Q—You strengthened according to local requirements ?  
 A—Yes, according to local requirements, each Assistant Collector reported what he wanted  
 Q—Had you any Staff Corps officer to help you ?  
 A—We had later on  
 Q—Did you employ them on inspection ?  
 A—That I am not sure about  
 Q—Did you increase the number of your *talatis* for the purpose of village inspection ?  
 A—No  
 Q—Did you give a *talati* an assistant ?  
 A—We did not  
 Q—You did not relieve him of the revenue work and give him an assistant for famine work ?  
 A—Only for kitchen relief, for which we had kitchen *harkuns*  
 Q—At any stages of the famine had you kitchens attached to villages ?  
 A—Some were so attached about June  
 Q—That corresponds with the great increase in the number of your village gratuitous relief ?  
 A—Yes  
 Q—The average number of persons in receipt of village relief up to the end of May is 14, sometimes less, sometimes up to 16. In May it was 14. In June it sprung up to 47, which is naturally accounted for by the establishment of kitchens ?  
 A—Kitchens were opened to bring down the number. Kitchens operated as a kind of test people in the village who were in receipt of grain doles would not come and take the cooked food  
 Q—When the rains broke and your public works were reduced in numbers, I suppose people came back from the public works to their villages and were then brought upon the village distribution list and got their food in the kitchens ?  
 A—Yes  
 Q—You gave doles to people as seed ?  
 A—I gave cash for seed  
 Q—And doles to them besides ?  
 A—Yes, for maintenance  
 Q—While they were cultivating their lands ?  
 A—Yes  
 Q—Then you practically paid the cultivators for cultivating their lands ?  
 A—Yes  
 Q—Now for instance in September out of the 11,600 how many would those who received doles in that way account for ?  
 A—It is very hard for me to say. I should say not less than 30 per cent  
 Q—And you considered that system was absolutely necessary to enable people to subsist ?  
 A—Yes  
 Q—Those people had been working on the relief works, I suppose, before the rains came on and they came back from the relief works to their villages, you gave cash advances for their support. Were they cultivators ?  
 A—They were men with holdings  
 Q—They had no one to look to the *sowkar* had stopped his help ?  
 A—The *sowkar* had in almost every case stopped his help  
 Q—And in view of the necessity of raising a crop this measure of relief in your opinion was absolutely essential ?  
 A—Yes  
 Mr. Nicholson—You say one of the great difficulties at the commencement of the famine was the loss of fodder ?  
 A—Yes  
 Q—That is, there was no fodder from the previous year and the fodder had altogether failed in the current year ?  
 A—Yes, the balance was very small  
 Q—And owing to the small rainfall there was very little grass in the country as well ?  
 A—Practically none  
 Q—Certain steps were taken by the people. Did they not remedy the state of affairs ? Did they not work to grow fodder crops ? I am speaking of the Ahmedabad district ?  
 A—Yes  
 Q—You had a large number of wells ?  
 A—Yes

Q—They are accustomed to grow fodder crops under those wells?  
A—Yes  
Q—Are they accustomed to grow crops entirely and solely for the purpose of fodder?  
A—I think they are  
Q—Did they increase that practice in the famine year?  
A—They were very late about it. If they had begun early, they might have been more successful than they were  
Q—As a matter of fact, was there not in your district a very considerable increase in the area under fodder during the famine year?  
A—I believe there was  
Q—To what do you attribute that increase? Was it the grant of *takāvi*?  
A—Statistics show an increase of irrigation. I think only a small part could be attributed to the *takāvi* grant  
Q—Do you think *takāvi* could have been given more liberally, would it have been possible to distribute more *takāvi* and thereby obtain more numerous wells?  
A—It would have been possible to get the money, but it would have been speculative  
Q—Would it be possible to stimulate the digging of *kachcha* wells lined with brushwood?  
A—I have seen that done at a very small cost  
Q—And such wells can be dug in two or three days?  
A—Yes  
Q—And they are capable of irrigating a small crop?  
A—Yes  
Q—You think they might be multiplied then?  
A—Given the money and energy on the part of the Collector, they could be multiplied  
Q—Will you give me your opinion as to the advisability of depending more in future upon village works as a method of relief? I mean to say by village works irrigation tanks. You have irrigation tanks?  
A—Yes  
Q—And you have in contradistinction village ponds?  
A—Yes  
Q—Do you think it possible that it might be more useful and better for the people generally that village works might be more used in extending relief?  
A—If they could be relied upon, they would certainly suit the people better.  
Q—You think they could not be relied upon? What is the difficulty?  
A—The difficulty is adequate supervision and adequate establishment  
Q—Will you tell me the amount of the assessment in your district?  
A—The revenue of the Ahmedabad district is about Rs 15,00,000  
Q—Was that for the famine year?  
A—That is the normal revenue  
Q—Of that how much was collected?  
A—About Rs 3,00,000  
Q—And the rest Rs 12,00,000 have been suspended?  
A—Not collected  
Q—There was no formal order of suspension, it has simply been left to the Collector not to collect?  
A—The formal order came from the Commissioner. At the end of the revenue year, the 31st of July 1900  
Q—I believe there were orders that there was no coercion to be used in collection? Previously had any orders been issued that the money should be only collected without coercion?  
A—Yes  
Q—So that it depended upon the action of the *mamlatdār* and the village officer how much was collected and how much was left uncollected?  
A—Yes, to a certain extent  
Q—In regard to this extended authority of the village officer in the matter of collection have you any suspicions that a portion of the non-collected revenue might have been really collected, and a portion had been collected which ought not to have been collected?  
A—No  
The President—You have no systematic suspension of revenue in this province on the occurrence of crop failure?  
A—No, there are no systematic rules on the subject  
Q—The standing orders, I understand, only apply to cases of complete famine and not to cases of substantial crop failure?  
A—The only orders I know of, refer to complete famine  
Q—Is it your experience that the ordinary cultivator saves from one year to another, so as to enable him to make good the revenue in a bad year from the surplus proceeds of a good year?  
A—I think the bulk of the cultivators would not do so  
Q—That being so, are you in favour of a system of suspension of land revenue, whereby the cultivators might be assisted on the occurrence of crop failure, in bad years?  
A—Yes, I am

Q—In working out a system of suspension of revenue would you be disposed to have regard merely to the crop on the ground, or would you be disposed also to look to the capacity of the man to pay the revenue from sources other than the crop on the ground?

A—I should be inclined to look to the other sources also

Q—You would separate the question of suspension from the question of remission?

A—Yes

Q—Would you be disposed to look into the circumstances of the persons before deciding on a remission, or would you follow a more uniform plan?

A—I would be inclined to give remission with reference to the individual

Q—In the case of a suspension of revenue to be followed by collection, would you spread the recoveries over a series of kists and not recover the amount all at once?

A—I would certainly be in favour of spreading it if the amount was considerable

Q—We have been told to-day that the indebtedness amongst the people of Gujrat is very considerable and that about 25 per cent of the cultivators have actually parted with their proprietary rights and their holdings?

A—I have not very much experience of Gujrat, but I should say that the amount of indebtedness is not very great in this tract

Q—Would you be disposed to think that 25 per cent of the cultivators are so deeply indebted that their lands are practically out of their possession?

A—I should be inclined to say that is a maximum

Q—In regard to the cases in which the money-lenders have become the actual proprietors of the holding, and in which the tenant who cultivates is merely a sub-tenant, would you be disposed to bring the true owner's name upon the register and then protect the sub-tenant against any arbitrary exaction, by a rent law?

A—I do not think that is called for in Gujrat, so far as my experience goes, there is no ill-feeling between the tenant and the landlords

Q—We have been told that the ordinary rent recovered by a tenant is twice the assessment, and we have been told the assessment varies from 15 to 20 per cent, nearer 20 than 15. In accordance with the experience of other provinces, that is a very high rent. Don't you think in a case like that the actual cultivator of the soil is overcharged by paying double the revenue, and that in case of famine he is consequently unable to oppose any resistance?

A—I do not think that affects his financial position in the famine because he does not lay by from one year to another

Q—If they had any protection given to them, so that the possibility of their saving was made practical, could any arrangement for establishment of mutual credit associations, or village banks, have any chance of success?

A—I think they would be more likely to be successful in Gujrat than in any other part of the Bombay Presidency

Mr. Bonidillon—You say that when the rains broke large numbers of petty cultivators were brought on the village doles so as to keep them going while the crops were maturing, was that found necessary in the case of cultivators alone or was it extended to labourers?

A—It was not extended to labourers

Q—How would they get on in the meanwhile?

A.—They would probably stay on the works

Q—As the rains advanced your works were closed?

A—They continued till quite late

Q—You had no complaints, as a matter of fact, that your relief works had taken away men who wanted to work on the fields?

A—I had none such at Ahmedabad

Q—And as there were no complaints, you think they supported themselves on relief works till the time came for the relief works to be closed, and harvesting began?

A—Yes

Rao Bahadur Syam Sunder Lal.—Were *panchayets* ever tried in the distribution of village relief?

A—Yes, they were

Q—And they failed?

A—Yes I think it may be said they failed

Q—What sort of people were put on the *panchayet*?

A—The leading men of the village

Q—Did they not take any interest in the work, or did they overdo relief?

A—They sometimes over did it and they sometimes under did it

[Re-called]

The President—Up till February you had under 10 per cent of your population on relief and you had only about 3 per cent of your population on gratuitous relief. Up to the end of January you had less than 2 per cent. The crop failure in your district was extremely severe. Why was it that further relief was not given up to that time? The impression that I am disposed to form is, that although in the Ahmedabad district, relief up to that time was more liberal than in the Panch Mahals district and in Khaira, yet still, having regard to the mortality, it does not seem to have been sufficiently liberal. Can you give me any general explanation of that?

A—The relief given by works was not availed of by the people on account of their extreme reluctance to leave their homes

Q—That may be the reason why relief by works was not extended, but the percentage of the population on gratuitous relief was under 2 per cent in January and 3·4 in February, why was it that gratuitous relief was restricted so much?

A—Gratuitous relief was administered according to the principles laid down in our Code, which restrict it to certain classes

Q—That does not cover the whole ground because there were many villages, very nearly half the number, in which no gratuitous relief was administered at all?

A—Yes, and I am of opinion that in these villages, generally speaking, there were no people at that time who were fit recipients for gratuitous relief according to the principles laid down in our Code

Q—Can you state that, as a fact, within your personal knowledge, inquiries were made in all those other villages, and no persons were found who would come under the section?

A—I can speak to that in Daskroi *taluka* and I think it was a fact in others also

Q—Will you say up to March there were no persons in the villages under the categories laid down in the Code who were not in receipt of gratuitous relief?

A—There ought to have been none and, generally speaking, I think there were none

Q—Were you sufficiently satisfied with your organization to know that none escaped?

A—We had sufficient men to find out all the people that there were, but there were great difficulties in finding them out, and the men whom we had to find them out did their work badly

Q—Was it necessary that there should have been more men to have done the work well?

A—I think there was a sufficient number of circle inspectors, but with the most keen and zealous officers it would be a matter of great difficulty to find out persons suitable for gratuitous relief, because the people would probably not be in the village at the time of the inspection, but wandering about the fields collecting grass and firewood

Q—Would you have secured other people if you had more largely associated yourselves with the respectable inhabitants of the village in making out your lists?

A—We tried to do, but we found that they did not take any interest and did not help intelligently when they did pretend to take interest

*Rao Bahádur Syam Sunder Lal*—I would like to ask about the relief works. How far was the Collector of the district associated with the Public Works in the general management of the relief works?

A—On what point?

Q—Could he go over the work and look into the condition of the people and put certain people in a certain class or send them over to kitchens?

A—Certainly he could, it was frequently done, and mistakes committed by Public Works subordinates, when brought to the notice of the Collector, were corrected, sometimes on the spot and sometimes soon after, with the cordial co-operation of the Public Works Officers

Q—Where there any cases of fraud or non-payment?

A—Yes, and I think some were successfully prosecuted.

Q—How many prosecutions were there?

A—Not more than two or three in the district. One cashier, I remember, got two years' imprisonment

Q—And were precautions taken that the grain-sellers provided a wholesome kind of grain at proper prices?

A—We did our best to secure that

Q—Were cases of fraud as to grain ever brought to your notice?

A—Yes, that was not an unfrequent thing. It was rectified when possible

Q—Of what status was the Civil Officer in charge of the works?

A—In the Ahmedabad district as a rule he was a *telat*, a village officer. We had to get so many that we could not spare men of a higher rank.



*Replies by Mr. F. G. Pratt, I.C.S., Acting Collector of Karaikal, to the questions drawn up by the Famine Commission.*

INTRODUCTORY NOTE

I wish to prefix the following statement to my answers to the questions of the Commission

I was appointed to act as Collector in Ahmedabad in May 1899, shortly before the beginning of the famine, and continued to act till about September and was relieved soon after the first famine work was opened and reverted to the post of Assistant Collector. I was appointed Personal Assistant to the Collector with famine charge of one taluka. Much of my time was spent at head-quarters, where I was occupied with the routine work of the Collector's office and other duties unconnected with the famine. I saw but little of any part of the district outside of the one taluka of Daskroi, and my answers have been based on the somewhat limited experience of the Ahmedabad District so acquired, combined with information as to the facts and conditions of the Karaikal District of which I have held charge as Collector since the beginning of last month.

I regret that owing to the short time I have had for answering the questions at a time of severe pressure of other work my answers have not been so full as might have been desirable.

*Question 1*—There had been nothing abnormal in the preceding years except perhaps in a few villages of the Matan and Mehmabad Talukas, where the seasons had been unfavourable and the district was probably in as good a condition as it would ever be to withstand the shock of a famine.

2—The sowings were very far below the normal, but I am not in possession of statistics which would show the percentage of the normal area.

3—(a) Average rainfall of the district is from 25 to 30 inches.

(b) Actual rainfall in 1899 was 6 inches 90 cents, which figure is the average of the rainfall recorded at the seven taluka stations.

This represents about 24 per cent. of the average fall.

(c) The monsoon of 1899 set in during the second week of June, but after that the rainfall was very light. There was practically none in July and August, and the September fall averaged less than 3 inches. October was completely dry.

(d) The June rainfall, though late, was not much below the average in amount. In July and August 1899 there was practically no rain, the average for these months being about 18 and 9 inches, respectively. The September rainfall was about half the average.

4—The proportion cannot be stated, as in 1899 the crop failure was complete and there was no kharif harvest at all.

5—My answer to this question must be somewhat conjectural.

The great bulk of the petty cultivators and labourers in this district are the *Kolis*, otherwise called *Thalardas* or *Dharalas*. In 1872 they constituted nearly 86 per cent. of the whole population.

The Bombay Statistical Atlas of 1886-87 shows that 60 per cent of the total number of holdings in the district are holdings of 5 aeres and under

The cultivators of these small holdings must in most cases work as agricultural labourers in addition to the work they do in cultivating their own holdings. They are agricultural labourers as well as petty cultivators. Taking into consideration these facts and figures, I would be inclined to say that the percentage of the total population exclusively depended on agriculture as (a) petty cultivators, (b) labourers, would be somewhere about 50 per cent

I am unable to differentiate the two classes.

6.—The necessity for relief was not assumed from the fact of crop failure. Proof of necessity was required by correspondence with the tests which were afforded by the test works which were opened

7.—In Ahmedabad District, where I acted as Collector for a short time at the beginning of the famine, it became evident that the machinery of relief required to be set in motion from the fact that when the failure of the rains became certain there arose a clamorous demand in many parts of the district for employment for the poorer classes

There was also a considerable amount of immigration into Ahmedabad City of persons in search of employment

8.—The relief measures first undertaken in the Kaira District were tank excavation works which were opened as test-works at the expense of the District Local Board, and the test applied to gauge the extent of the distress was the adoption of a system of piece-work without a minimum wage

9.—We were very ill prepared to meet famine in Ahmedabad, and the answer would probably be the same in most Gujarāt districts, where famine had hardly been thought of as a possibility

The answers to the questions contained in sub-heads (a) and (b) of question 9 are, to the best of my belief in all cases, No.

10.—The relief programme in Ahmedabad and Kaira contemplated large public works as the backbone of the relief system.

There was, so far as I am aware, no programme of village works ready in reserve from the beginning

12.—Special establishments were employed—

(a) to arrange for village relief,

(b) to observe the general condition of the people

A superior *karkun* of the rank of First *Karkun* to a *Mamlatdar* was appointed to each *taluka* as an Inspecting Officer for the above-mentioned objects and an extra staff of Circle Inspectors was appointed. This was done in the early stages of the distress in the Kaira District and the establishments were subsequently strengthened by additional Circle Inspectors and by the appointment of *Tahsili* Officers, who combined observation of the general condition of the people and inspection and control of village relief with these special duties

Later on in July special Assistant Collectors were introduced, who also attended to these matters

13.—The loans issued at the outset were chiefly loans for facilitating the raising of irrigated crops. They were issued to all classes of cultivators. The chief objects were purchase of irrigation water-bags and ropes and seed. They were issued under the ordinary conditions of repayment and were understood to be recoverable in whole.

14—Irrigation wells can be made in this district (Kutch) nearly in all parts of it

The digging of wells was encouraged by loans, but their success in securing the crop on the ground was very small. Many were undoubtedly successful as permanent improvements and were useful in employing labour.

15 and 17—The test-works were district local works and were supervised by the Local Fund overseers. Payment was supposed to be strictly in proportion to results without either maximum or minimum wage and without rest-day or dependant allowances. But the rush on many of the test-works was so great and the supervision possible so slight that it is most improbable that payment was strictly according to results.

18—The test-works were abandoned in favour of regular relief works when it was found that employment was required for a much larger number than could be accommodated on small tank excavation works under the supervision of the Local Board and Taluka staff.

31—In the Ahmedabad District the Code task system was introduced at the outset side by side with a system of payment by results.

The Malik Shaban Tank and the Panar-Didasan Drain were the first two works opened, of which the former was at the outset on the Code task system and the latter on the system of payment by results. After a short time the system of payment by results was introduced on the Malik Shaban work side by side with the Code task system, but the arrangement did not work well and was abandoned. And throughout the greater part of the duration of the famine the Code task system was the only system followed.

32—My experience leads me to agree with the opinion that a system of payment by results is unsuited to conditions of acute distress in actual famine on account of the difficulty of providing for the relief of infirm and weak workers.

I very much doubt if relief could be adequately afforded throughout a severe famine by works conducted on that system, however early they might have been started.

Much, of course, must depend on the character of the population needing relief.

It is at any rate certain that such a system would never be successful in Gujarát.

34—The condition of the workers on all of the works in the Ahmedabad District that I had an opportunity of seeing was on the whole good from which it follows that the wage was certainly not inadequate. On the other hand, I have no reason for supposing that it was unduly liberal.

I never found that the works were unduly attractive and I never found people on the works who were not really in need of relief. An adequate amount of work was always performed.

All these are facts which make it improbable that the wage was unduly liberal. No evidence has ever come under my notice of savings made by workers from their earnings and I consider the fact improbable.

36 and 37—I have no reason for thinking that the minimum wage is too high.

In the Ahmedabad District the penal wage was rarely if ever, reached and heavy fines were the exception, not the rule. I attribute this result to the thorough and excellent system of organization and supervision devised by the officers of the Public Works Department.



38 and 39 —The system of payments which was adopted and followed during the greater part of the famine in the Ahmedabad District has doubtless been described in detail in the evidence of the Executive Engineer of Ahmedabad, and it is, therefore, unnecessary for me to repeat it here. That system worked very well and smoothly. But before it was introduced there was only often difficulty and hardship, owing, on the one hand, to the necessity of daily payments for persons new to the work, and on the other hand, to the extreme difficulty of arranging for frequent or daily payments.

40 —Payment was made to the individual and this is the method which I prefer

68 —Dependants were relieved—

(a) on large public works in nearly all cases, by cooked food. Uncooked grain was sometimes given owing to some special reason, *e g.*, pending construction of a regular kitchen or during the rainy season

(b) Of small village works and their arrangements I had no personal experience

69 —In the Ahmedabad District and also in the Kaira District gratuitous relief, the great bulk of which was village relief, was administered mostly by grain doles

71 and 72 —The number of poor-houses opened in the Kaira District was 11. The poor-houses were mostly opened at an early stage of the famine. The maximum daily number was reached at the end of February 1900 and was about 3,000

As to the class of people who frequented them, I quote from my predecessor, Mr. Quin's report. The poor-houses served as asylums for the destitute wanderers who had left their homes and were unable to earn their own living even by begging and also as rest houses for those who were travelling from their villages to find employment on relief works

73 —The poor-houses were regularly weeded of the able bodied inmates who were drafted off to relief works, or, after the rains came to their homes for admission to the village dole owing to the difficulty of providing suitable accommodation during the rains in the poor-houses.

74 —The statistics of the Kaira District are not with me at present. A village kitchen was, I think, usually expected to serve a radius of two or three miles

75 —The ration provided was the ration prescribed in the Code supplemented by milk or Mellin's Food from Charitable Fund for weak or emaciated children and adults.

People were expected to feed on the premises, but in many cases in villages the rule was not enforced in practice.

76.—I do not think any special order on this point was passed, but as a matter of practice dole was not allowed in a village which was within easy reach of a relief work kitchen except to people of high caste Rajputs or pardah women.

77 —Admission to kitchens was not free to all comers, but was confined to those who were under the rules eligible for dole.

75A—The village dole lists were drawn up by the talati and the mukhi with occasional assistance from the dole committee, but it was for a long time to get the mukhi and the talati to undertake the responsibility of exercising their powers and the committees were still more inert. The lists were checked primarily by the Circle Inspectors and also by all other superior inspecting officers, Famine Aval-karkuns, Mamlatdars, Assistant Collector and Collector.

The Circle Inspector was supposed to inspect the recipients regularly in the course of his tour in which he could, if he did his duty, visit every village in his charge once every ten days or, later on when the charges were made smaller, once every week.

76A—Payments were made daily in grain generally at the chauri of the village or at the shop of the dispensing Bama.

Paidah women received their allowance weekly.

77A—Gratuitous relief in villages according to Section 57 of the Famine Code is to be restricted to those who are physically incapable of work.

This rule was largely departed from at the time of the hot weather epidemic of cholera on the works when orders were issued that refugees from works, who had returned to their villages and were in danger of starvation, should be put on the dole.

It was extremely difficult at first to get village officers to attend to this order at all, but when they did begin they put on people indiscriminately without any reference to their physical condition. Large numbers of undeserving people thus got on dole and by a little management contrived to stay on dole for a considerable time dodging inspecting officers. Another main cause of heavy doles was the arrangement under which poor cultivators were allowed to remain on dole while they were tilling their lands and sowing them with gratuitous grants of seed.

78A—The cooks employed were chiefly Marwad Brahmins or Rajputs.

All the people on works, so far as I saw, were ready enough to send their children to the works kitchens.

In the village kitchens Girassias and Patidars were at all times reluctant to take cooked food.

79—The kitchens were usually in charge of temporarily engaged karkuns on pay of Rs 12 to Rs 15, who worked under the supervision of the village officers, the Circle Inspector and other superior inspecting authorities.

(82 to 86—My answers to these questions are based mainly upon my experience in the Ahmedabad District.)

82—The remissions of the revenue of the famine year 1899 1900 in the Kaira District and also, I think, in the Ahmedabad District have up till now been nil. The question is still under consideration. The question of suspensions is also still undisposed of.

83—So far as I am aware, the general capacity of the individual to pay was the only point considered in the debating of the still unsettled question of the suspension of revenue. That general capacity was determined by the Collector upon information supplied by the village officers, checked and supplemented, to such extent as was possible, by Mamlatdars and Assistant Collectors.

83 and 84—The answer to this is contained in answer 82. Suspensions and remissions for the famine revenue year ending 31st July 1900 have not yet been settled. Collections began on the 10th of January 1900.

86 —No definite orders have yet been passed authoritatively fixing suspensions and remissions of revenue and therefore it cannot be said that any relief of this nature has been given at all in the Kaira District

87 —The main reason for the large proportion of the population in receipt of relief was undoubtedly the crushing severity of the famine and the tremendous loss of cattle which it caused, and a contributory reason was the excessive numbers on the village doles during some periods of the famine

88 —The gratuitous relief afforded was, in my opinion, during a part of the famine, excessive owing to the causes which I have already stated.

89 —The chief classes were—

Petty cultivators

Agricultural labourers

Ordinary labourers

There were a large number of registered occupants on relief works in Kaira, not less than 35 to 40 per cent of the total numbers on works.

91 —It was a matter of common observation that private credit was very much contracted. Nearly all Banias were unwilling to lend money or even to advance grain for food or seed. Many of them themselves suffered severely and could not have made advances even if they had been willing to do so. The answer to the latter half of question 91 varies according to the nature of the State relief

The poorer classes were always willing to accept State relief, if gratuitous, but would undergo much hardship and privation before they would resort to relief works.

92 —Yes but I am decidedly of opinion that any relaxation of the conditions of gratuitous relief in villages as laid down in Section 57 of the Famine Code is unwise

104 —Complaints of bribery and corruption on the part of the station masters who had to do with the despatch of fodder into the affected districts were commonly and openly made. Natives are generally reticent on such matters, and I have frequently been told apologetically that there was really no harm in talking of it as the matter was one of common knowledge and notoriety

107 —Yes Wages are often paid to agricultural labourers partly or wholly in food or grain.

108 —The provisions of the Code have been departed from in the matter of the wide extension of gratuitous relief

This caused much demoralization and was not in my opinion justifiable

A new departure and an excellent one was the substitution of village kitchens, where possible, for doles.

It was also found useful sometimes to establish draft-feeding stations in selected villages for the purpose of feeding people on their way to distant works

FREDERICK PRATT,  
Acting Collector of Kaira.

*The President* —Did you exercise your double functions throughout the famine?

A —Only until the middle of April 1900 in the Panch Maháls, then we had a relief Engineer who looked after the actual works

Q —Did you look after all the works in Kaira?

A —Yes

Q —As to the Panch Maháls, when did you first commence relief works?

A —The first was opened on the 10th September

Q —Was that in the nature of a test-work?

A —It was a relief work

Q —Was there any test-work in the Panch Maháls?

A —No

Q —You opened one large relief work?

A —Two

Q —Two relief works were opened in September for an area of 1,600 square miles?

A —Yes, on the 10th September

Q —During the month of September were there other works opened?

A —There was another one opened towards the end of September

Q —On what system did you commence?

A —Pure piece-work

Q —Was there a power of earning 25 per cent over and above the maximum rate of the Code?

A —There was no limit at first

Q —They might earn as much as they liked?

A —Yes

Q —It was not under the Famine Code at all?

A —No, except that they got allowances for the rest day

Q —They might earn as much as they pleased, that is to say, you paid for 100 cubic feet at a fixed rate. Did that rate differ from the rate payable in ordinary times?

A —It was rather less than the rate in ordinary times

Q —Had you any earthwork at all?

A —Not at first

Q —How long did that system last for?

A —It gradually changed. I cannot tell you exactly when we first started a change

Q —Did people come on in September in large numbers?

A —There were 4,000 on one work

Q —And upon the other?

A —About 3,000

Q —Altogether you had about 7,000?

A —Yes

Q —Were they difficult to manage?

A —No, I do not think they were

Q —Were your establishments sufficiently strong?

A —They were very inexperienced

Q —Your measurements, I understand, were weekly?

A —Yes

Q —Had you a system of daily tickets upon which daily measurements were marked?

A —Not at first

Q —Your measurements were weekly, and your payments were weekly?

A —The new-comers were paid daily for the first 10 days

Q —Well, did you notice the condition of the people in the month of September?

A —They were in a fair condition

Q —In October did you open more works?

A —Yes

Q —Did you open them on the same system?

A —No, by that time we had introduced modifications, we had weakly gangs

Q —Was it a result of your experience during September that it was desirable to make provision for the weakly gangs?

A —Yes, a few weakly people had turned up in the gangs

Q —Then you gradually introduced a system of piece-work with minimum wage for the weakly gangs?

A —Yes

Q —You had working side by side the system of pure payment by results, and you had the weakly gangs?

A —We had a limit by that time

Q —When did you bring in the kitchens?

A —After Christmas

Q—In December did people begin to come in an emaciated condition ?

A—A few began to come on in December

Q—There was no pressure up to that ?

A—No

Q—Your establishment was gradually getting into order ?

A—Yes

Q—Had you advertised or had you to pick up what people you could get ?

A—Yes, we advertised in the Bombay papers

Q—Were you satisfied with your establishment at the end of December ?

A—They were strong enough

Q—Then we come on to January. In January the mortality of the district bounded up to 958 and at that time you had upon your works only 14,700, so that the pressure as evidenced by the mortality did not manifest itself upon your works. How is that ? Was there any delay or difficulty in putting people on works as they came ?

A—I had no complaints

Q—Whom had you in charge ?

A—The Sub Divisional Officers. I had two Sub-Engineers

Q—What was the controlling establishment ?

A—On each work there was a Sub-Overseer and an Overseer

Q—You divided your district into two parts and you put a Sub-Engineer into each and he controlled all the works and you had an overseer and under him *mistris* and *karkuns* ?

A—Yes

Q—Could you tell me what were the earnings of your workers in December or January ?

A—No I cannot say

Q—When did cholera break out on your works ?

A—In the middle of April

Q—The mortality of the district went up by leaps and bounds. Can you give me any explanation of that ? Can you tell me what was the mortality on your works ?

A—The mortality of the people who had been on the works for some time was very small.

Q—Can you give me the mortality on your works ?

A—I cannot give any figures

Q—I suppose you kept a statement of people who died on your works, and kitchens and poorhouses attached to the works ?

A—No. These statements went up to the Collector and I never saw them at all, except the weekly reports stating the number of deaths, that is the only thing I saw

Q—Had you cholera upon your works ?

A—Yes

Q—When did it begin ?

A—In the middle of April

Q—Was it a bad attack ?

A—Yes

Q—How long did it last ?

A—It lasted up till the end of June

Q—Were you able to split up your works ?

A—We tried that but without much success

Q—Had you works prepared to which people might be sent ?

A—We could always find a place for them

Q—When did you introduce the minimum wage ?

A—In the month of March

Q—What led you to introduce the minimum wage, was it by orders ?

A—Yes

Q—Had your people not been earning sufficient or were you not satisfied with the system of piece-work. You had then the payment by results and a provision for dependants and children ?

A—A large number of people would not earn enough

Q—You found that a large number of people would not earn enough, why was that ? When did that tendency begin to manifest itself ?

A—It began from the very beginning. They were a very lazy class and would not work

Q—What task did you give them ?

A—The ordinary Code task

Q—Was it metal-breaking ?

A—Both metal and earth-work. They did better on earth-work

Q—Did you attribute that in any way to the fact that your establishments were poor ?

A—To a certain extent

Q—While they were working on the intermediate system did their earnings gradually get less ?

A—No

Q—Did their physique remain good ?

A—Yes, those who earned good wages. Those who did not, remained in fair, but not good, condition

Q—These facts were reported and in consequence of the report the Code task was introduced ?

A—Yes

Q—Was the Code task considered necessary for any particular work ?  
A—It was considered necessary for the whole district  
Q—It was desired to have uniform arrangement throughout the entire district ?  
A—Yes  
Q—But could the people on the work have earned sufficient ?  
A—If they had chosen  
Q—When the Code task system was introduced and the minimum wage, were your difficulties in maintaining control diminished or increased ?  
A—There was no difference  
Q—Did people do as much work under the Code task system as under the other ?  
A—On some works they did  
Q—Generally on the whole what was the result, did they earn more or did they earn less ?  
A—There were certain numbers on every work who sat down and took the minimum wage  
Q—Well, your Code task system was introduced in March and it continued right through ?  
A—Almost to the end  
Q—When the Code task system was in full swing, can you say what was the percentage of people who earned the minimum and the percentage who earned over the minimum ?  
A—I have not got the figures here, but I can get them for you  
Q—How did you close your works ?  
A—The people gradually went off to cultivate their fields and the works closed themselves practically. When we got down to about 200 we generally closed the work  
Q—Had you any system of selection and compulsory residence on your works ?  
A—Residence was supposed to be compulsory but we could not always enforce it  
Q—At the height of the famine how many works had you open ?  
A—Twelve or thirteen  
Q—That is one work for about 120 square miles ?  
A—Yes  
Q—Did the people remain on your works or did they go back to their villages day by day ?  
A—Any one within about three miles went back to their villages, but in fine weather they often slept on the works.  
Q—Was the grain supplied on the works always inspected ?  
A—The civil works officers inspected it  
Q—It was not part of the Public Works officer's duty ?  
A—No  
Q—But the Public Works officer considered it his duty to inspect the physique ?  
A—If he was Officer-in-charge  
Q—Were there any instances in which the civil officer was the Officer-in-charge ?  
A—Yes  
Q—Had he control over the measuring up ?  
A—If he was not satisfied with the way in which it was being done he could find fault with it  
Q—He could not order a change ?  
A—Yes. If it was not done according to his orders he could correct it  
Q—Up to the end of February you had only 5 per cent of the total population on works, can you tell me why the people did not come ?  
A—I think to a certain extent they stayed to look after their cattle  
Q—Is the Panch Mihal's a great breeding district ?  
A—The people own a certain number of cattle and would not leave them  
Q—How many works did you open in the Panch Mihal's ?  
A—In September we opened 2, in October 3 more, in March 5 more, in April 1, in May 1, in June 1, in August 1, 14 in all, in September we began to close  
Q—Up till February you had only 5 works open and on these 5 works you had 15,710 people out of a population of 3 lakhs, so that in one of the most severely distressed districts in Gujrat you had only one work for 300 square miles, is it not the inference that more works should have been opened ?  
A—The population is sparse and there is great difficulty in finding works, we thought that the relief we gave was sufficient  
Q—That is to say that the Public Works Department had not made up their minds that they were in for such a big business ?  
A—I hadn't the least idea of it  
\*Q—In February the mortality reached nearly six times the normal, and consequently you made up your mind to enlarge relief works and you increased the number from 5 to 10 could not that have been done earlier ?  
A—I don't know  
Q—Was there any arrangement in connection with the Public Works which deterred people from coming ?  
A—No, I don't think so, except that I think if possible daily payments for the Bhils should have been started at once

Q—What is your opinion in regard to compulsory residence on works?

A—I don't think it makes the least difference, whether you have compulsory residence, or not. It is impossible to enforce it.

Q—If a report gets about among the villagers that people are not allowed to go to their homes at night, and are obliged to live on the works, don't you think it has a deterrent effect?

A—They came all the same.

Q—I am asking with a view to the future, does not the order of compulsory residence on works deter the people from a distance from coming to the works? Would you be disposed in future to abolish compulsory residence?

A—I don't think it would make any difference on works if you had it or not.

Q—Then if it makes no difference is it not better not to have it? It is only used to act as a test, if you are in doubt as to the existence of distress, for it keeps people off, but if you have the assurance that distress is prevalent everywhere, is it not out of place? If you had to run another famine would you enforce it?

A—No.

Q—You also would be from your past experience in favour of the payment of daily wages?

A—For a class of people like the Bhils.

Q—You would not as a general principle be in favour of that?

A—It would be rather expensive, but beyond that I don't think there are any arguments against it.

Q—I have figures supplied by the Public Works Department, the effect of which is to show that the great majority of the people on your works earned sufficient to keep them in good health, and that, whatever be the case, their ultimate break-down was not due to short payment of wages. In other districts especially in the Deccan the figures show the same thing. At the same time the reports of the Civil Officers show that there was universal contumacy and that the people were content to receive the minimum wage, and even when the wage was reduced below the minimum still the people would not work. These two views contradict each other. Do you think any great reliance can be placed on these figures?

A—I think they are fairly accurate. People going on the works to inspect would only hear complaints, they would not hear anything of the cases in which payments were made. They would be liable to come to a wrong conclusion from exceptional cases.

Q—What subordinates had you?

A—Two Sub-Engineers.

Q—Europeans or native?

A—One European and the other a native.

Q—What other establishment had you?

A—It varied from time to time, I could not say definitely, but there were an overseer and Sub-Overseer for every work.

Q—What was the total staff?

2 A—The total staff at the time of greatest distress was 27 subordinates.

Q—How many of these were temporary subordinates?

A—More than half.

Q—Was it possible for them to have shown people on the maximum wage who were really drawing the minimum?

A—Payments were always being checked.

Q—By these temporary subordinates?

A—And Civil Officers.

Q—But did the Civil Officers do any checking?

A—They certainly did do it sometimes.

Q—Did you have many cases of names being borne on the register of persons who were not on works?

A—Yes.

Q—Your figures show that 82 per cent of the people earned either the maximum or above the minimum?

A—The people were paid the maximum wage daily for the first fortnight and there were no fines, so a certain proportion went backwards and forwards from work to work, or from works to pookhouses or to their villages.

Q—As to Kaira how many works had you opened up till January?

A—We had 7.

Q—What was the largest number of works you had at the time of greatest pressure?

A—About 12.

Q—The area of the district is 1,600 square miles, on what basis did you select the sites of your works?

A—We kept them as central as possible.

Q—At the time of the greatest pressure you had one work to 130 square miles?

A—Yes.

Q—Why did you not open more works before the end of January?

A—We did not think it was necessary.

Q—How many had you in January?

A—We had 7 at the end of January.

Q—I notice there was a great increase in the number on works in February. Was that due to opening more works?

A—We only opened 3 more works during February

Q—And in March how many works did you open?

A—We only had one extra in March

Q—And how many works had you in April?

A—We only had one that could be counted as a new one

Q—The unwillingness of the people to come on works seems to have grown less in February?

A—Yes.

Q—Your numbers on works jumped up from 15,000 to 51,300. Have you any reason to know that they were unwilling to come on your works in the early stage?

A—I think their unwillingness to a certain extent was due to the low rate of wages

Q—In the early part your works were carried on on the piece-work system?

A—Yes

Q—Up to the end of January?

A—Up to the end of February we worked on the intermediate system

Q—And was it enforced in March?

A—Roughly the first fortnight of March

Q—Then it was changed?

A—Then it was changed to the ordinary Code task system

Q—Was that in accordance with orders received?

A—Yes

Q—Not in accordance with any recommendation made by you?

A—No

Q—Were you satisfied with the intermediate system?

A—Yes, I was

Q—You found that people were earning sufficient?

A—There were a lot who were not earning sufficient, though I cannot say the exact number. But on the average the people did earn sufficient

Q—Did you prescribe the task?

A—The task was fixed by the Government. I prescribed the task for metal-breaking

Q—Did you consider the task was a stiff one or an easy one?

A—Quite within the power of ordinary men to do who were in any way accustomed to handling tools

Q—Did you notice that persons who were not accustomed to handling tools suffered?

A—They did suffer to a certain extent

Q—What proportion did they form of the people on the work?

A—A very small proportion

Q—Did you make special gangs of them?

A—They were not enough to form them into gangs

Q—You found that the task was within the capacity of the people to do?

A—Easily if they chose to work

Q—Did you notice that food grain was used on the works, to which people were not accustomed?

A—The Burma rice did not seem to agree with the people, who were accustomed to the local grain

Q—Was that the only food grain sold on the relief works?

A—We had *bajra* and *juar* and gram and maize

Q—About February was there any change in the rates of wages on your works?

A—There was a change in the task

Q—Was the task made more severe or less severe?

A—It was made more severe for carriers.

Q—Did that have any appreciable effect on the numbers?

A—I do not think it had any effect at all

Q—Was there any reduction in the rate of wages in the Kaira district?

A—I rather think the Government Resolution altered the whole of the wage rate about that time, but it was a very slight alteration

Q—Was it favourable to the labourers?

A—Slightly against

Q—Was not there some rise in the payment for working children?

A—I cannot remember.

Q—When did cholera break out?

A—On the 16th April at Dakoi

3 Q—Had you a large number of immigrants there?

A—About 13,000 or 14,000.

Q—Did they suffer?

A—A large number left and we drafted the work.

Q—Was there great mortality?

A—Only about 70 or 80 cases a day

Q—You did not break up the work?

A—No, we could not do that very well



Q—Did you attribute that outbreak of cholera to water-supply or to defects of food ?  
A—We could never find out how the cholera arrived. It might have been brought in from Central India by the pilgrims to Dakor.

Q—When the mortality of the district rose from 12 to 22 on account of cholera, I do not find any reduction in the people on your works. How was that ?

A—The cholera spread from work to work and as each work got the infection it was stamped out.

Q—Did you adopt any plan by which to separate the cholera stricken people from others ?

A—We tried to pick out the families who had cholera in their members and put them in special camps.

Q—There were no village works under the control of the Public Works Department ?

A—No.

Q—It did not occur to you to establish village works then ?

A—That is when we began to start village works.

Q—Under your control ?

A—No, not under my control at all.

Q—Do you know whether the people who left your works were given a dole when they went to their villages ?

A—Yes, the dole was given to support the people who left the works on account of cholera.

Q—Is that the reason why gratuitous relief sprang up in May from 22,000 to 32,000 ?

A—I take that to be reason.

Q—How did you commence to close your works ?

A—They closed themselves. When the rains came the people gradually went off to cultivate their fields.

Q—You had 42,000 people on your works in July and they dropped to 25,000 in August, was that on account of their going back to their villages ?

A—Yes.

Q—Did you stiffen your rates ?

A—We did away with the minimum.

Q—And the people never came back again ?

A—No.

Mr Nicholson—You are in favour, I believe, of a considerable extension of small village works ?

A—I think they would be very useful.

Q—In the beginning of the famine ?

A—Yes.

Q—To prevent people from deteriorating ?

A—Yes.

Q—And they could be more easily opened than large public works ?

A—Yes.

Q—Is there considerable scope in Gujrat for irrigation tanks and such like ?

A—Yes, and village bunds.

Q—And such works would be productive ?

A—They would be useful and productive.

Q—Do you think it is possible to supervise them by means of the Public Works Officers ?

A—To some extent.

Rao Bahadur Syam Sundar Lal—What proportion of the total expenditure on your works is represented by the cost of hutting and other arrangements ?

A—From 14 to 15 per cent.

Q—And the rest represents wages ?

A—Yes.

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*The witness subsequently made the following corrections marked 1—The question should read—*

Q—Did their physique remain good ?

A—Yes, those who earned good wages. Those who did not, remained in fair, but not good, condition.

Q—These facts were reported and in consequence the Code task was introduced ?

A—Yes.

Marked 2—The staff of 27 subordinates was in Kura and not in the Panch Mahals.

Marked 3—There were thirteen or fourteen thousand workers at Dakor, not that number of immigrants.

Marked \*—The question should, I think, read “ should not that have been done earlier ? ” and my answer should continue “ we did not think so at the time ”.

In other respects the proof is correct, as far as I can recollect.

*Replies by Mr T B Robertson, Executive Engineer, Kaira and Panch Maháls, to the questions drawn up by the Famine Commission*

In answering the questions asked by the Committee, I have not attempted to answer all, but only those with which, from the nature of my work, I am more conversant.

I have also, where the practice in Kaira and the Panch Maháls has been different, distinguished between the practices in the two districts as far as I am able to do so, but though Executive Engineer for both districts, a Relief Engineer was appointed for the Maháls from April onwards, so that my knowledge of action in that district for the latter part of the famine is confined to what I have gathered from the accounts and correspondence that passed through my hands and from conversation with the officers in the district at the time. Those questions which seem to me to belong to the Revenue Department, and which I have not answered, have "Revenue" written opposite them

T B ROBERTSON,

Executive Engineer,  
Kaira and Panch Mahals.

1—8 Revenue

9 (a) Lists of relief works were ready, but on a quite inadequate scale, surveys and estimates were ready for some of the works, but not for all.

(b) No—no

10. Large public works.

No

11—13 Revenue.

14 Yes In all the central portions of Kaira, *i e*, parts of Mehmadaabad, Nadiád, part of Thásra, Ánand and Boisad (except near the Mahi) and in Mutor water is found from 20 to 40 feet from the surface. There is, however, risk of its being brackish. In Boisad 10 per cent of the cultivated land is, I believe, under well irrigation.

Along the Mahi water can always be found, but it is at a greater depth (60—80 feet), and consequently is of but little use for irrigation.

In Kapadvanj and part of Thásia water is not so readily found, and there is but little well irrigation.

In the Maháls, in Godhia Táluka and the north part of Kálol, water can be found in places, and there is a certain amount of irrigation; water is obtained with difficulty in the southern part of Kálol and Hálol.

Robertson—1

In the eastern Maháls (Dohad and Jhálod) the finding of water is very uncertain. The digging of wells in Kaira was encouraged by loans, and they were successful.

The people in the Maháls being much less enterprising dug but few wells.

15—18 Revenue.

19 In Kaira small village works under Revenue authorities were followed by large works under Public Works Department.

In the Maháls large public works were opened at once

20 Public Works Department

No scale of supervising establishment had been laid down. The only establishment ready was the establishment in the district. This was quickly supplemented by temporary establishment, and there was at first no delay in opening works. Subsequently, on one or two occasions, works that it was considered desirable to open had to wait a few days until establishment, already engaged, arrived. There was never actually any breakdown for want of tools.

21. No.

22 The proportion of establishment to workers varied enormously. Beginning at the lower end—

1 Kárkun to every 200 to 300 labourers,

1 Maistry to every 900 to 1,200 labourers,

on all works, above that no fixed proportion was maintained

23 Admission was free to all. There was no distance test.

Residence on works was compulsory. There was no selection.

24 It is impossible to say, as it depends so entirely on local conditions.

In Boisdad there were 50,000 labourers from an area of 10 miles square.

In Kapadvanj one work of 5,000 or 6,000 served the whole taluka, an area of 280 square miles, population 85,000, although the distress was quite as acute to all seeming, of this, however, some served by Ahmedabad.

The distance depended on many things—

*Caste*—The Dheds did not seem to mind going some distance. The Dharulas at first, at any rate, would not go more than, say, seven or eight miles—some not that.

The Náikdas in the Maháls would not go any long distance to work, so a work was always kept open in their district, *i.e.*, near Pávágad, they, some of them, had to go more than seven or eight miles.

Bhils varied, but, on the whole, were, I think, at first not very loth to go up to ten miles for relief, though probably because it was the labouring class who first felt the pinch. Afterwards I believe

the small cultivators were found more difficult to move

*The possession of cattle*—Those who owned cattle would not come on work in any number till the cattle died

*Custom*—Those who were accustomed to work out showed far less hesitation than those who had always worked in their own village. Hence, probably, the difference in caste noticed above.

Towards the latter end there was very little difficulty in getting those who had been on work for some time to go any distance. The farthest tried successfully was 17 miles from work to work. The character of the officers in charge also affected the question

25 No orders were issued direct to the works by the Civil authorities except as regards kitchens, when a copy was sent to me. All other orders to works went from my office.

Except as regards kitchen, no Civil officer, except the Collector, gave orders on works at all as far as I know

26 There was a Civil officer for each work. His rank varied from an Aval-karkun on R40—60 to Staff Corps officers. His position depended on his and the Public Works Department man's rank, whichever was senior was "Officer in charge" and responsible for the whole work. If the Civil officer was the senior, he had direct control of the kitchen, sanitation, water, etc., and directed the Public Works Department man as far as he thought necessary, under my control, he could not change rates or tasks without my knowledge. If the Public Works Department man was senior, he was in direct charge of the work and the Civil man ran the kitchen, etc., but the Public Works Department man was nevertheless responsible that everything was correct

In the Maháls the kitchen expenditure was come into Public Works Department accounts, and in all cases Public Works man was officer in charge.

In Kaira, kitchens were a civil account charge. Cost of sanitation, water-supply, etc., was in all cases met by Public Works Department, even when in civil charge

The Civil officers could always assure themselves on the question of measurements and payments, also concerning the first seven of the items in section 426 of Famine Commission Report—eighth item did not concern them unless they were officers in charge when the accounts passed through their hands. Kitchen accounts, however, were always kept by Civil officers

27. The decision would rest with the "Officer in charge," whether Civil or Public Works Department, subject to my revision if either objected

28 At first family gangs were tried in Kaira and some works in the Maháls, but they were not a success, as the proportion of diggers to carriers

varied too much, and the tasks were very unequally done. Afterwards gangs of, approximately, fifty were constituted, keeping, as much as possible, people of one village together. The keeping of people from the same village together did not seem to matter, just as good work was got from mixed gangs and the people seemed just as contented as when in gangs wholly from one village. The ganging of people by villages was never thoroughly carried out owing to the difficulty in putting in newcomers, which would have necessitated the constant re-casting of the gangs, which is very objectionable.

29 The classification of labourers adopted was that of section 445 of Famine Commission Report (1898)

The wage scale adopted was in Kaira—

	I	II	IV	III		V	
				Maximum	Minimum	Over 8	Under 8
Chhatals	19	15	12	10	7	7	5

This scale was also adopted in the Mahals at first, but the Bhil found he could live very comfortably indeed on the minimum, and accordingly did no work, so the rate was fixed in cash at—

I	II	Minimum and Ponal,	Working child
6 pice	5 pice	3 pice	3 pice

gram being fairly steady, about 17 lbs. at the time (end of March)

A considerable number of Bhils left the works, but they speedily returned and appeared for a time to get on well. Eventually, however, they became run down, and the full scale was re-introduced in May after the appearance of cholera.

(b) There was no doubt about the economy of the lower scale, the difference in the monthly cost of an average labourer being about one rupee or 30 per cent.

30. Practically there is such a distinction, as almost all men came under class I and all women under class II, the only men in class II being either weakly folk or boys under sixteen or seventeen. No further distinction is desirable, as it would lead to greater complication in the numerous returns.

The only difficulty was that in some cases when returns were asked for under heads "men" and "women," the boys referred to above were included in the head "women." I do not think the financial position is affected to speak of as the second class, and subsequent classes, if any, of men must correspond more or less exactly to the next highest

class of women, *i e.*, class II man = class I woman, and so on.

The only saving effected would be in the wages of girls from 12 to 16, and would scarcely pay for the extra trouble involved.

31. At first unlimited piece-work was tried with separate rate for professional and ordinary labourers. This was not a success, as all the professionals left the works, one rate was then tried throughout, but the professionals then made too much

*a* and *b* All the time, except quite at commencement piece work was in force, weakly people were put in special gangs on Code task work. Afterwards (March) Code system was introduced

See also 29 and 42.

32. Payments by results pure and simple is, in my opinion, unsuited to severe famine conditions, as it does not relieve directly any but the able-bodied, and there is no security that relief will be passed on to the feeble

No

33. The task exacted at the outset was—

	Class I	Class II	Class III
50 feet lead	120 feet digging.	60 feet carrying.	30 feet carrying.

on practically all works at first, the material was earth and lead under 50 feet

Afterwards the tasks were as laid down in Government Resolution No F-538 of 5th March 1900. This sets a slightly reduced digging task, but a much heavier carrier task

The workers being supposed to live in camps, no allowance was made for the distance they might have come

There were no further changes in the earthwork task.

For metal breaking the task was at first 10 cubic feet. This was subsequently reduced to eight feet at the instance of the Superintending Engineer. In metal breaking no difference was made between Class I and II, but Class III were only asked for half task, if they did any breaking at all. As a rule, they carried rock to the breakers as did the greater part of Class II. Changes when made were with reference to all

34. I should say the scale of wages was unduly liberal to the family who is working well and earning maximum pay, as there is little doubt that a family can live comfortably on the minimum pay. The wages of a family on maximum pay (man, wife, two working children) at 18 lbs per rupee come to Rs11-8-0 per month. The men could all afford to smoke and to buy little things they wanted.

The workers who earned maximum were always in excellent condition, looking well-fed and sleek. Those earning minimum were quite fit and well, but not so fat as a rule. On the whole the workers who had been for any time on work looked fit and well, newcomers coming on work, not badly pulled down, put on flesh on work.

I think that, at any rate, the better workers could save, and did to some extent, for the following reasons —

I often saw clothes for sale and sold on works. When the people bolted from cholera they stayed away for some time, say ten days or a fortnight, and came back looking fat and jolly, and some that we talked to (two or three different works) said that they had been living on their savings.

One old woman in a feeble gang (minimum pay), whom I met leaving work, showed me what she had saved (4 or 8 annas), and said she was going home for a bit to spend it.

Just before the rains we asked some people why they did not buy more grain, and they said they were saving to have something to live on while their crops grew, it was explained to them that they would get help in their villages, but they did not buy any more grain.

I repeatedly noticed people not buying grain up to the full extent of their earnings.

No. We had great difficulty in getting copper which did not seem to return to Banyas, either on work or in towns and village bazars to the extent that it might have been expected to do.

35 With piece-work the rate was so arranged that by doing a full day's work during the week a rest-day would be earned.

With task work a rest-day wage was given in the proportion of one-sixth minimum for each day on work during the week.

The latter has the advantage that it seems to the people their rest-day pay, whereas if an extra allowance is given in the weekly earnings the people do not seem to understand it and do less work, so that they earn no more than, if not actually less than, they would otherwise do, except in the case of those who always in any case do good work.

36 Minimum wage is certainly too high to enforce work, except, perhaps, in the case of single people, even with fining to penal wage a few people will be found who prefer to do no work, with the minimum whole gangs—almost whole works—prefer to do nothing and accept the minimum.

At eighteen pounds a man, his wife and two working children earn over £7-12-0 a month, *i.e.*, about the same as the office menial establishment gets and has to keep neat and tidy on.

37 At first there was no minimum except for weakly folk, and no penal wage as piece-work was in force.

In March the minimum was introduced in Kana and a little later the penal wage. The penal wage in no case became the wage generally earned.

In every case where it was introduced the first week, the fining to penal, if heavy, practically ceased the second. On some works it was never called for.

The question of penal wage was very much interfered with, however, owing to its application being suspended during the time cholera was prevalent. In no case, as far as can be learnt, did the people suffer in condition to any appreciable extent owing to the introduction of penal wage.

See also section 29 as regards the Maháls.

38 Payment was made daily for the first week or fortnight, after that weekly, with sometimes an interval of bi-weekly payment between.

In the Maháls daily payments were afterwards introduced.

Daily payments are certainly desirable for newcomers, and in the case of people like the Bhils and Naikdas throughout. The Bhil on receiving a week's pay as often as not spends the whole lot in a day or two, stuffing himself largely with sweetmeats and then suffers accordingly the rest of the week.

Daily payments are perfectly practicable, provided that no objection is raised to the extra expense of the increased establishment necessary. It lessens the chance of swindling too. The method adopted for newcomers was to pay them minimum daily all round, and at the end of week handed over the balance, if any.

39 Answered above.

No; local Banyás would not trust them to speak of.

40 In piece-work payment was made to the head of—

(a) the family,

(b) the gang

(a) Was successful

(b) Was not

Afterwards both in piece-work and task-work payment was made individually, which was much better.

41 (1) Improving and enlarging the tank at Traj—

Total.

(a) Full wage . . . . .	6,471	} 16,221
(b) Penal . . . . .	69	
(c) Wages between full and penal . . . . .	9,681	

(2) Deepening the Gomti Tank at Dákor—

Total.

(a) Full wage . . . . .	10,502	} 13,950
(b) Penal wage . . . . .	Nil	
(c) Wage between full and penal . . . . .	3,448	



## (3) Improving Jhalod Tank—

Total

(a) Full wage	5,615	} 18,806
(b) Penal wage	Nil	
(c) Wage between penal and full	13,191	

## (4) Godhra-Baroda Chord Railway—

(a) Full wage	1,131	} 6,485
(b) Penal wage	Nil	
(c) Wage between full and penal	5,354	

42 The system adopted was that mentioned in section 211 with family gangs, and on some works with gangs of 50 it did not work well, because the Dheds, Mārwarī professionals and such earned too much, while people like the Dharalas, Bhils and such lazy folk earned too little to support their dependants. The next step was limiting the maximum to the Code maximum, providing for dependants and lowering the piece-work rate to the extent of the allowance for dependants. At the same time weakly people were put in special gangs on task work (breaking clods). The Dharalas and Bhils did a little better, but were still hard pressed, so the Code system was introduced, though afterwards cut down in the Mahāls (section 29)

43 Children over 8 worked in the gangs and their wage was as prescribed in the Bombay Famine Relief Code, except for a time in the Mahāls

Children under 8 and weakly children who were older, and all adult dependants, i.e., those totally unable to work, were fed in the kitchen, where they received two meals a day. The children in most cases thrived wonderfully and put on flesh in a marvellous way. The dependants being for the most part old and feeble, or in some way ailing, not so satisfactory

Those who could do something were put on to break up clods and were paid the minimum wage. No attempt was made to get any task out of them, indeed, the nature of the work forbade it. Piece-work at favourable rates would have been useless, as only the feeblest were put into these gangs. Most of them could not have lifted a brick

Those gangs who were less feeble were watched by the Civil officer, lightly tasked and gradually brought on to full work as they became more fit

44 No

45 Not at first in the regular form. Nominal rolls of a kind were always kept. There was no difficulty about changing to the Code system as the forms were always ready and the rough nominal rolls had only to be copied in

46 The Māmlatdār of the táluka in which the work was situated sent a list of food-grain prices to the officer in charge, who took the corresponding wage rates from the Code

In Kaira the rate was fixed on báji, jowār or rice, whichever happened to be cheapest.

575

In Panch Maháls on bájrí , rice or maize  
Variations under a pound were neglected The  
prices remained fairly steady at from 16 to 19lbs.  
according to locality

47 The Collector decided, in consultation with  
the Executive Engineer, when and where the work  
was wanted Orders issued by the Public Works  
Department Sub-divisional officer to open work at  
a given place and date.

Labourers were received and classified by the  
Civil officer and handed over to Public Works  
Department Dependants were drafted to the  
kitchen and fed Public Works Department sup-  
plied tools and set the people to work on tasks  
marked out by sub-overseers, under whose direction  
the work was measured up by maistries

The fines were inflicted according to the shortness  
of the work No fining was done for the first week,  
and subsequently for the first fortnight, during  
which the people were on work

The wells were all enclosed, and on the appear-  
ance of cholera, disinfected regularly No one was  
allowed inside the enclosures except the actual  
water-drawers and servers. These served the water  
to the carriers outside the enclosure by troughs of  
wood, bamboo or metal.

On opening a work, hospital sheds and a dis-  
pensary and Hospital Assistants' quarters were  
erected by the Public Works Department, and a  
Hospital Assistant was sent by the Medical author-  
ities All food used in the hospital was paid for  
on Public Works Department bills, and hospital  
necessaries (cots, sheets, etc., etc ) were paid for on  
bills countersigned by the District Medical Officer  
or the Sanitary Commissioner

48 Task was fixed by Public Works Depart-  
ment Government Wages by Government in the  
Revenue Department

49 Not in the list of questions

50. Not in the list of questions.

51 In Kaira people were never drafted from  
large public works to small village works, when the  
latter were opened the people were informed and  
many left I am not sure about the Maháls, but  
believe the same was the case there.

52—57. Revenue

58. The small village works drew away only  
those of that particular village, and generally not  
quite all of those at once. It is difficult to say  
exactly, because the small works were only opened  
when the people were in any case anxious to return  
to cultivate their fields

59. At the beginning of the famine more small  
works are desirable to prevent people running  
down too much

In the event of cholera appearing they are also  
desirable as the people bolt from the big works and  
must be provided for Also the scattering of the  
people should be encouraged, as it increases the  
chances of stamping out the epidemic.

In the rains many more small works should be provided, as it is impossible to keep people in health in camp in large works in the rains at any reasonable expense

#### 60 Naikdas and Bhils

No, except that a work was kept open in the Naikda country, and later on that the rate was lowered, as mentioned before, owing to the extreme laziness of the Bhil

Both Bhils and Naikdas in some cases did very fair work, but on the average did just enough to earn the minimum, and not that often. The Bhils themselves said they could live happily on an anna a day (grain was 16 lbs a rupee at the time). No special works were opened near their homes, but, I understand, a very careful watch was kept in the villages

#### 61—91 Revenue

92—93 During this last famine in Gujarát, yes.

#### 94—95 Revenue

96 Permanganate was used to disinfect all wells on works once every two days from the outbreak of cholera onwards. No sources of water-supply other than wells

97 (a) Latrines were tried on works, but proved a total failure, as the people could not be induced to use them. Fortunately this did not much matter, as at all works in both districts, with one exception, large numbers of Bhangis were available. Large staffs of Bhangis were accordingly employed and the whole work, camp and neighbourhood, cleaned up every day and all day long. Roughly speaking, one Bhangi was put on for every 25 to 100 labourers. The camps were, on the whole, kept quite free from dirt, and it was quite rare to find any offensive smell after, say, nine o'clock, when the first rounds were completed.

The exception noted down was at Khamlao Tank near Godhra, where the Bhangis were all doing so well by making mats and baskets (Godhra and Dohad supplied almost all the works in Gujarát) that they would not take famine wages. Consequently, until their pay was raised, the work was somewhat offensive, though, owing to the great heat, not so much as might have been expected.

#### 98 Yes

#### 99. Revenue

100 In Kaira, in the southern talukas, there was very large immigration from Baroda State. It is impossible to say to what extent, as the people knew quite enough to give the names of British villages, for instance, on the closure of the works in the north of Broach, a large draft was sent into Kaira. These were received at Dehewan by the Civil authorities, who took down their names and villages. I am informed that scores, if not hundreds, gave the name of Dehewan as their village, who, the village officers said, had never been in Dehewan at all.

Further, at the time when we had about 50,000 people at work in Nadiád, Anand and Borsad, I

understand the Baroda State had about 750 people on work.

Riding through Baroda villages with the Collector on two occasions at least, the villages asked for relief, as their own State did nothing. I cannot give any estimate of proportion based on facts.

#### 101—104 Revenue.

105 Towards the end of the famine, after the rain fell, I received several complaints from farmers that they had difficulty in getting labour, and asking to have the works closed on that account.

#### 106—107 Revenue

108. All departures from the Code which affected my work have been noticed above.

109 Staff Corps officers were employed. Native officers were not, nor were non-commissioned from the British service. Some sepoys were employed on one work as watchmen on wells, looking out for cholera cases and such like, and did well.

I believe it would pay Government to employ European officers from home for the express purpose of famine to the extent of one for each large work. The expenditure per month on a work of 5,000 is roughly Rs20,000, of which 7 per cent to 10 per cent is under the present system lost. A great deal of this could be prevented if a European officer at Rs500—1,000 with two good native subordinates at Rs150—300, were employed for each 5,000 to 10,000 labourers, and Government be none the worse off, whereas the relief would be far more efficient. The knowledge of vernacular, though an immense advantage, is not absolutely essential. Only one of the special officers sent to this district had any knowledge of Gujarati. The Forest service could probably supply some men, both officers and subordinates—at least this was the opinion of a Forest officer employed in this district on famine.

#### 110 Revenue

111 (1) (a) The change both in Kara and the Mahals from piece-work to Code task system was immediately followed by a large increase in the number of labourers. Some of the increase in Kara, at any rate, was no doubt due to the fact that the change took place just at the time that the irrigated crops, such as they were, were cut but the greater part was due to the change in system. At the beginning of the famine in the eastern Mahals a young overseer put all the people on Code task work without fines. The Bhils were immensely pleased. But the Collector and I went out and changed the whole thing to piece-work. The Bhils stuck practically to a man but they all came back within ten days or a fortnight.

(b) No noticeable effect was caused by any change made.

(c) The only change of wages was in the Mahals. A large number of Bhils left the work, but returned in a short time.

(d) The only change made in the mode of calculating fines made no noticeable difference in the numbers

(e) The distance test was not enforced

Compulsory residence never caused any large reduction in numbers, nor was it objected to except in one case in the Panch Maháls. For this there are, I think, two reasons—

(1) Those living near at hand very easily evaded the rule.

(2) Those coming from more than two or three miles were quite glad to be saved the walk

The one exception referred to above was in the same camp referred to in (a). When I visited the work in February I insisted on residence in camp, and the mukádums came and said that all the people would leave. I replied they might do as they pleased. A considerable number left for a day or two and then returned. The result of drafting varied very much, on one occasion two successive drafts from the same work, over a distance of four or five miles, were complete failures.

On another a draft of 5,000 went 17 miles freely and lost but few men, though its record was subsequently spoiled. The first two drafts were just before cholera, or rather just as cholera appeared, and were from a work where the officer in charge was very popular with the people.

The second draft was after the break of the rains and from a very large work to a medium one—the latter the better managed. It was spoiled after having been made successful by a mistake of the sending officer, backed up by lack of intelligence on the part of the receiving officer in charge, and after three days 3,500 of the people returned. Very few drafts were made on the whole, but they were fairly successful, except the two mentioned above, and a third small one from the same work.

*The President*—When did you join the district ?

A—In November 1898

Q—Are you still there ?

A—Yes

Q—What were the crops like before the famine of 1899 ?

A—Ordinary

Q—Did the Kaira district enter on the famine with ordinary resources or with reduced resources ?

A—The five years preceding had been rather below the average of the five years before that.

Q—The district entered on the famine with fair resources ?

A—Yes

Q—And were the prospects at the beginning of the rains, in June 1899, good ?

A—Just ordinary

Q—The rainfall practically ceased a fortnight after it commenced. The June rainfall was about one-third of the average, the July and August rainfall practically nil, and September was one-third of the average. Throughout your district there was practically a total failure of crops, how many *talukas* is the Kaira district divided into ?

A—Seven, I can only give evidence about three *talukas*, Matar, Borsad and Mehmabad.

Q—Was the failure in Mehmabad as much as in the other two ?

A—Yes

Q—Then you had no *lharif* in your three *talukas*. When did you first see that distress was inevitable ?

A—In August. If there had been rainfall up to August we might have saved the crops. When there was no rainfall in the first two or three weeks of August, we knew the crops would fail.

Q—What steps did you take ? What appearance did the district present then, so far as the population was concerned ? Was there any restlessness amongst them ?

A—A little in the way of offences

Q—What does the population consist of ?

A—Cultivators mostly *patidars*. I do not know the exact proportions.

Q—Have you a Bhil population ?

A—None at all. We have *Kolis*.

Q—Did you notice any wandering about ?

A—A little, people began to come through the district from Kathiawar.

Q—That was at the end of August or the beginning of September ?

A—About then.

Q—What was the first step you took in the direction of establishing relief measures ?

A—We started eight or nine test-works.

Q—When did you start them ?

A—I think they were started in August, but I am not certain of that.

Q—Were they started under the Public Works Department ?

A—No, the revenue authorities.

Q—Under the District Board ?

A—Yes.

Q—On what principle of payment did you start them ? On the ordinary Public Works contract system or any special system ?

A—It was principally mere work without a minimum or maximum.

Q—That is to say just as the Public Works in ordinary times work ?

A—Yes.

Q—Did many people come on these works ?

A—At first they did not, then they began to come.

Q—When did they commence to come in large numbers ?

A—They never came in very large numbers. I do not think we ever had more than two or three thousand on the whole nine or ten, because as soon as they began to fill up at all they started a big work.

Q—When were the big works started ?

A—In September I think.

Q—Was that because you were satisfied that these test-works indicated the existence of a demand for labour ?

A—Yes.

Q—Being satisfied of that you opened a large work. In what *taluka* ?

A—Mehmabad.

Q—Was that large work intended to serve the three *talukas* ?

A—No, Mehmabad was the first, and we immediately opened another in Matar *taluka*, and the other *taluka*, Borsad, was a little bit later. There was not so much distress there.

Q—Were the relief works in Mehmabad and Matar opened in September ?

A—I am almost sure the Mehmabad one was, but I have some doubt about Matar.

Q—When you opened your relief work in Mehmādābad, did you close your test-work in that *taluga*?

A—Yes

Q—Did you keep your test-work in Matar open till you opened your relief work?

A—I think so

Q—And did you follow the same plan in Borsad?

A—I cannot remember whether we opened small relief works in Borsad or not

Q—How many people came immediately to the Mehmādābad road work?

A—I cannot remember the number

Q—On what plan was it? On the Public Works Department plan?

A—Yes

Q—Did you consider that when that relief work was opened, your responsibility had been in any way lessened and transferred to the shoulders of the Public Works Department?

A—I was more or less responsible for the smaller works, but not for the big works, except to inspect them

Q—You did not consider you had the same responsibility as with the small works?

A—I could do nothing on the big works except report

Q—Can you tell me how many people came on that big relief work in September?

A—No

Q—Am I right in assuming that there was only one large relief work at the end of September?

A—I cannot say, they were opened one after another very quickly

Q—On what system was payment given on this large relief work?

A—I do not remember

Q—When did you commence to make out lists for gratuitous relief?

A—In October We relied on private charity to a certain extent

Q—Did you adopt any steps to organize private charity in your district?

A—In Kaur and Borsad municipalities we did

Q—Did you endeavour to do that throughout the districts?

A—No, there were no means of doing it

Q—How did you set to work with your lists?

A—The village officers were told to make lists

Q—Did you organize inspection circles?

A—Yes

Q—Into how many circles did you divide each of your *talugas*?

A—Three or four

Q—Was there an officer appointed to the charge of each of these circles?

A—Yes, a Circle Inspector

Q—Were the circles coterminous with the jurisdiction of the Circle Inspector, or were they made out for the purposes of famine relief alone?

A—The latter

Q—How many Circle Inspectors have you in ordinary times?

A—One or two

Q—From what class did you take those?

A—*Telatis* and one or two *karhuns*

Q—Did you appoint a person to do the work of the *telat* when he was appointed Circle Inspector?

A—Yes

Q—He was his assistant?

A—No, he was usually a new man, a candidate

Q—Your reason being I suppose that you wanted to employ on relief the man of most local experience?

A—Thinking he would be more responsible, yes

Q—Who dealt with relief under the Circle Inspectors?

A—The *telat*

Q—And the *patel* I suppose?

A—Yes

Q—Was it the *telat* who made out the relief lists?

A—Yes, with the *patel*

Q—Did you establish any system of village *panchayats* for the purposes of making out these relief lists?

A—There were *panches* at various times, and I think we started them then

Q—Did you organize this policy for making out the lists?

A—Not at first

Q—The *panches* could also put people on dole When did you enter on that policy of village *panches*?

A—I cannot remember

Q—Was it in February or March?

A—Before that, about the beginning of the new year

Q—Was there any body between the Circle Inspector and the *mamlatdār*?

A—The famine *karhun*.

Q—Was he a peripatetic officer?

A—Yes, he had to travel about to inspect the lists

Q—And I suppose, so had other officers?

A—Yes, I had to

Q—And had you any assistant under you, any Staff Corps Officer?

A—No

Q—Had you any officer of the grade of Deputy Collector assisting you?

A—No

Q—So for the three *talukas* your organization was this,—the *mamlatdar*, the *awal khirun*, and the three or four circle Superintendents of your *talukas*?

A—Yes

Q—Could you tell me how many villages there are in your three *talukas*?

A—230 odd

Q—Can you tell me in how many villages lists were made out up to the end of September?

A—They all had lists. They were very extravagant lists to start with. The dole was not given to every one whose name was on the list.

Q—May I point out to you this fact that in the returns submitted from your district up to 31st December, there were 242 villages brought under the dole system. These are the returns of the Bombay Government?

A—There were lists in all the villages but we did not give doles to everybody whose names were on the lists.

Q—If all your villages were on, there could have been practically none in the other four *talukas* of the districts. Is your evidence to the effect that at the end of December you had made out lists for every village in your three *talukas*?

A—I am reasonably certain of it.

Q—In how many of these 230 villages were doles given?

A—I cannot say. I had one rich *taluga* in which there was very little dole, and two poor *talukas* in which there was a great deal of dole given.

Q—Up to the end of December you had in your district, including dependants on works, 4,734 in receipt of gratuitous relief. Can you tell me what the population of your three *talukas* is?

A—About three lakhs.

Q—And the population of the whole district is 871,000. At the end of December there was 5 per cent of the population on gratuitous relief. Have you any idea how many were on relief in your three *talukas*?

A—I think about half the whole number for the district. I had two poor *talukas* and the other charge had two poor *talukas*. If there were 4,000, I should say about 2,000 were out of my charge.

Q—And you cannot tell me in how many villages gratuitous relief was given?

A—I know that in Matar in December there were about 60 or 80 villages having gratuitous relief. That is a poor *taluga* with one rich tract in it.

Q—And the others?

A—In Borsad there was very little, because that was richer and Mehmabad was something between these two.

Q—Then in February things became more complex in the Kura district. The number of people on works had increased very much, can you give me the reason?

A—Distress was getting greater and people were getting accustomed to come on works.

Q—During December, January and February did the distress increase very perceptibly?

Did you notice in your tours of the villages any more signs of pressure on the people?

A—The pressure was very much greater in February than in December.

Q—Did you infer that from observation of the people in their villages or from any other cause such as wandering?

A—Mostly from visiting the villages.

Q—Possibly from inspecting the works?

A—Yes, the richer class of the people were beginning to be pressed.

Q—And did you in the villages notice frequent instances of emaciation. By the middle of February when the hot weather commenced, did you think that the district was in a bad way?

A—Not very bad then, it got very much worse in March and April.

Q—Up to February there was only 24 per cent of the population on works and the percentage of the total gratuitously relieved to the population at that time was 7. So that the inference I am disposed, subject to your correction, to draw is that the relief afforded on public works was not such as prevented the people from falling into a still worse state, and that still less was the gratuitous relief calculated to keep the people from falling into a state of starvation. Do you contest that inference?

A—They refused to come on works, while they were in good condition, and they gradually fell off.

Q—That is given in the correspondence. Was there any impression in your district that if gratuitous relief was more largely given at that time, it would tend towards the demoralization of the people?

A—Yes,



Q—And that was a factor in your policy so far as the extension of gratuitous relief was concerned?

A—Yes

Q—Up to February did you go on the strict limitations of the Code, which limited you to gratuitous relief of particular classes? Article 34 of the Code does not give you very much discretion. What I want to come at is, whether in your case the limitations of that article of the Code acted injuriously upon the people, and whether if those limitations had not been present, more relief might have been given with better results?

A—If we had extended gratuitous relief to people who refused to come on works though they were able, very few people would have come on works.

Q—In February when the pressure was visibly increasing and when people were in need of relief, would it not have been wise then to have brought the works to the people if the people would not go to the works, to have increased the number of public works was to bring them closer to the people's door? In February how many works were there?

A—Five or six

Q—And your three *talukas* covered an area of how much?

A—About 550 square miles

Q—One work for about every 100 square miles. At that time did it occur to you as being advisable to make any recommendation for the multiplication of public works, or did you consider that a matter outside your functions?

A—If I had thought it necessary, I should have asked for more works.

Q—Did you not think it necessary in this instance when pressure was increasing and people were unwilling to go to works? Can you give me any reason why works were not increased? Is there any reason to be found in the establishment of the Public Works Department, of their not having an adequate establishment?

A—I think that was one reason. I never asked for any more works though.

Q—Can you tell me whether at that time residence on public works was compulsory?

A—It was never enforced successfully. I believe there was a rule to that effect.

Q—Did that compulsory residence on public works tend to keep people off them?

A—It was never enforced. People always came on works without residing on them.

Q—So you think that cannot have deterred people from coming on the works?

A—No.

Q—Can you say whether fining was largely carried out on public works in your charge?

A—It was carried out. There were lists made out of how many people had been fined and sent to the Public Works Department. I have no details.

Q—What system of payment was in force on these five public works in your charge, the piece-work system, *i.e.*, payment by results, or the Code-task system?

A—It varied. It was piece-work to start with, I believe.

Q—Did you continue visiting the public works up to March?

A—I had orders to visit each one within a fortnight.

Q—What did you do?

A—I went on the works and looked at the condition of the people generally and listened to complaints. Then I went to the kitchens.

Q—Did you ever test a measurement?

A—No.

Q—Were complaints made to you on the works when you went?

A—Yes, usually that they did not receive their pay.

Q—What were the replies of the Public Works subordinates?

A—It was generally because they got their pay once a week, and they wanted it once a day.

Q—Yes, but the complaint was that they did not receive their pay?

A—That was generally the way they complained, and when one inquired into it, it was generally the daily pay that they wanted.

Q—Did they complain that they had not been paid the full amount that they had earned?

A—Occasionally.

Q—Were you ever able to verify any such complaint as that?

A—I tried to, but I never got any proper evidence on the subject.

Q—Well, of course, if you did not test the measurements you could not verify it?

A—I used to watch payments and see that the amounts put down to the people were given them.

Q—What was the condition of the labourers on the works up to March?

A—Up to February it was good.

Q—Had you ever occasion to make representations that the labourers were not in good condition?

A—I used to be continually writing on the subject.

Q—Did it ever occur to you that the condition of the labourers was such as to require note that they were not in good condition?

A—The report generally said that some were in good condition and some were not.

Q—Did it occur to you up to that time, when, notwithstanding the growing pressure, the people on the works were an infinitesimally small number, that more ought to have come on the works, that the number of works did not quite agree with the pressure on the district?

A—Yes  
Q—Did you take any action upon that? Did you report your views on that point?  
A—Yes I was asked for reports to find out why there were not more people on works.  
Q—Quite so, what was the result of that investigation?  
A—When I inquired I found that a great many people had gone to Ahmedabad for work and some had gone to Broach  
Q—Did you inquire in the villages?  
A—Yes, and on the works, there was a Cambay work, my charge was all interlaced with the Native States  
Q—Your people went to Native States for work?  
A—That was in January  
Q—Was there anything in the conditions of employment on public works in your district, which would explain this driving of the people away to other districts for employment?  
A—They went where work was nearest  
Q—That is an important matter So that it was not a disinclination for going to work that kept them off your works but it was the distance of your work from their homes?  
A—It must have been both  
Q—But I understand they went to Ahmedabad, to Broach and to Cambay for work, and these people, at all events, would naturally have come to your works if it had been as near In addition there were certain people in the villages you found who ought to have been on works, but who would not go What explanation did they give?  
A—Some had their cattle to look after, they had an objection to leaving their villages.  
Q—Quite so. The cattle, I suppose, died in course of time?  
A—Yes  
Q—So that reason was removed  
A—They did not die to any extent in January  
Q—As long as the cattle were alive they clung to them When the cattle died, did you find they came upon your works in greater numbers?  
A—As time went on the cattle died and as time went on the people came on to works in larger numbers  
Q—You would not connect them?  
A—I should to a certain extent  
Q—Were these works in your *talukas* ever increased beyond the number of five?  
A—There were seven propr works  
Q—That is about 80 square miles for a work?  
A—They had branches out, five or six miles away  
Q—These might be considered separate works At this time had you any scheme of village works?  
A—No  
Q—Up to the end of January you had 24 per cent of your population altogether on relief and 7 per cent only on gratuitous relief At the end of February you had 74 per cent on general relief and 15 on gratuitous relief At the end of May you had 89 per cent on works and 25 on gratuitous relief That is to say the total relief afforded in the month of May was 114 What month would you say the pressure was greatest in your three *talukas*?  
A—May  
Q—The figures show more later on. Do you consider that every class and section of your population was in distress in May?  
A—Except the rich *talukas* all parts of the population were beginning to feel it then  
Q—What percentage were needing relief in May?  
A—I should say about 15 to 20 per cent actually wanted relief  
Q—In May you gave relief to 125 per cent. for the whole district Was the relief in your *talukas* more liberal?  
A—No, they were all run on the same principle  
Q—Then, do you say that at the period of greatest pressure the relief given was insufficient?  
A—There was always a section of the people on their way to and from relief works  
Q—And they suffered?  
A—Yes  
Q—Could not these people have been put on work near their villages?  
A—At the end of May when the cholera broke out, we began to open small works.  
Q—When did you commence to open poorhouses?  
A—In December  
Q—What was the greatest number in your three *talukas*?  
A—Four.  
Q—Were they opened early?  
A—In December they were all opened, except the one which was opened in the rains at Kaira  
Q—Had you a kitchen attached to each relief work?  
A—Yes  
Q—And did these kitchens serve the purposes of poorhouses, or were they only used for dependants on works?  
A—I think they were only used for dependants.

Q—Later on did they not serve other purposes?

A—I do not think so

Q—What was the biggest number in your poorhouses?

A—958 in Borsad

Q—Were these wanderers?

A—Yes

Q—Of that poorhouse population, how many would have been people of your district?

A—About 600

Q—If your system of gratuitous relief had been spread, these people would have been relieved in your villages?

A—Yes, but a great many of these were people who had been on relief works but left them because they preferred to be in poorhouses. Poorhouses were very popular. A person who was not strong enough to be put on digging work would prefer sitting in the poorhouse?

Q—Does not that point to some want of organization in the relief works? If there had been infirm gangs would people have preferred the poor-houses?

A—There were infirm gangs. But they preferred leaving the gangs and coming to the poorhouses?

Q—Did these people ever complain that they did not get the wages to which they were entitled?

A—From that class of people I had no complaints

Q—Did you ever receive any complaints that there was difficulty in getting admission to relief works?

A—The difficulty was the people did not know where to go sometimes at first

Q—I do not mean in the commencement but when the works got into full swing. Was there any delay in registering people and getting them to work?

A—No. I was on the work a fortnight and there was no complaint

Q—The highest number you ever had on relief works was 140,000 in July? How is it there was such a great number compared with other months?

A—The rains did not come. They were six weeks late. At that time there were more people on relief who did not require relief. They were panic-struck more or less. They thought there was going to be a second failure

Q—During the year did you always trust to the distribution of money or grain doles in the villages, or had you kitchens?

A—We started kitchens when the rains broke

Q—Not before? How many villages would a kitchen serve?

A—It was meant to serve a radius of two or three miles. At that time the *talugas* were on a separate plan. In one *taluga* there was a kitchen to every village. In my own there were 40 kitchens to 80 villages

Q—What was the object of dividing your charge?

A—For better inspection

Q—That was in what month?

A—July

Mr Nicholson—What was the greatest distance that people would have to come to their work in February when you had one work to every 100 square miles?

A—About 15 miles

Q—And on an average?

A—Not more than eight or ten miles

Q—Did they, as a rule, reside on the works, or go back to their villages every night?

Were the works deserted at night?

A—A moderate number stayed

Q—Did you receive any complaints that not only were they paid once a week, but that the period extended to ten or twelve days?

A—I had one complaint of payment being delayed for eleven days.

Q—What was the cause of that?

A—The gang had been removed from one work to another

Q—That was the only case?

A—There were other cases besides that of delay up to eight days

Q—There were frequent complaints that there was some delay in the payments beyond the one week?

A—Not frequent in proportion to the number of payments

Q—You gave doles to the people who collected leaves for cattle?

A—Yes

Q—Did you do that extensively?

A—Soon after I issued that order we admitted them on doles very freely

Q—What time?

A—April

Q—And these people were included in gratuitous relief?

A—Yes

Mr Bourdillon—What was the rule about the distance test?

A—There was no rule at all

Q—So that, with these works scattered over the district it was merely the good fortune of certain people to be near them?

A.—They were fairly central

Q.—And you found a large proportion of the people on the works came from close by?  
 A.—Yes  
 Q.—You said you found that in the poorhouses there were a good many people who came from the works and that they were very popular?  
 A.—Some people did. A few hundreds kept on regularly moving from the works to the poorhouses, and from the poorhouses to the works  
 Q.—They were supposed to get a little better at the poorhouses, and they drifted back again?  
 A.—Yes  
 Q.—What were they earning?  
 A.—The minimum  
 Q.—And what were they getting in the poorhouses?  
 A.—They got the duly ration  $9\frac{1}{2}$  *chhatahs*  
 Q.—Did you find they improved in the poorhouses and went back again?  
 A.—Yes, a small number  
 Q.—The other inhabitants of the poorhouses were people quite incapable of doing work at all?

A.—Yes  
 Q.—Did the poorhouses become hospitals?  
 A.—Yes, there were hospitals attached to them  
 Q.—Most of the people were in hospital?  
 A.—No, not most. Out of the 900 I do not think more than 30 or 40 were in hospital  
 Rao Bahadur Syam Sunder Lal.—In your answer to question 14 you say 200 new wells were sunk. Were these *palka* wells?

A.—Yes. That is in Borsad, a rich *taluqa*?  
 Q.—What is the total number of wells there?  
 A.—2,000 acres are irrigated in that *taluqa*. I do not know the number of wells  
 Q.—Do you think those 200 wells were any considerable addition?  
 A.—They will come into use this year. I do not know how much was irrigated from them this year.

Q.—And do you think there is any large scope for village works in your *talukas* instead of starting big works?

A.—Village works can always be joined. I do not know that we could manage a big famine simply on small works

Q.—You had a large increase of numbers in February. Had that anything to do with the large numbers from the Broach works?

A.—I suppose so

The President.—In November your gratuitous relief showed signs of being more liberally distributed. It was 2 in October and rose to 5 in November. Is there not some suggestion that gratuitous relief had been given too freely in November?

A.—Yes. I reduced several lists

Q.—In the rains the condition of your *talukas* was exceedingly bad. It is stated that in Borsad a certain amount of demoralization among the feebler workers, owing chiefly to the lateness of payments, was observed. "The kitchen was beset with claimants for cooked food, many of whom were on the work, but who not having received their wages for a number of days were in urgent need of a meal"

A.—I should say that was exaggerated

Q.—These words are taken from the Collector's report in the Government Resolution of the 17th August 1899. I gather from the correspondence that there was a want of control of public works. So early as April the Collector submitted a report in which he stated "Every week shows that where our famine measures have partially failed in this district is \* \* \* in not getting on to the works those who are in real need of relief," and in illustration of that he gave the instance of respectable Muhammadan women being refused admission to the works because they would not stay on them at night. Their homes were close by and they wanted to go to them at night. You tell me that the compulsory clause was never enforced. From these papers it would appear that it was only relaxed in April in consequence of the Collector's report. Am I right in saying that you really did not consider yourself responsible for the public works in your jurisdiction, that you left the public works largely in the hands of the Public Works subordinates?

A.—I was supposed to visit them.

Q.—But with whom lay the responsibility? Did you feel yourself responsible for the control and proper administration of the public works in your *talukas*, or did you think that the responsibility lay with the Department of Public Works whose subordinates permitted scandals of this nature to occur?

[Witness did not reply. At a later stage of the proceedings the President said.—]

It has been stated to me that Mr. Beyts, the Assistant Collector of Kaira, might probably consider the remarks I made had possibly a personal reference to himself. Nothing could be further from my intention than that any such interpretation should be placed on them. My words had reference to a system, under which the District Officer and his assistants do not appear to me to have had complete oversight over all public works



*Answers by Mr C A. Beyts, Assistant Collector, Kara, to the questions drawn up by the Famine Commission*

1. The rains broke on June 15th, 1899, and until the end of the month the prospect was good. No more rainfall till September. The kharif and rabi harvests of 1897 were normal, except rice, which was 6 annas in Matar Taluka. The crops of 1898 were about 9 annas, or slightly below the average.

2. The kharif sowings in my charge were, I believe, normal, but only details of the crops that were saved by irrigation are available. These were between 10 and 12 per. cent of the normal, *i.e.* in Borsad Taluka 10,976 acres against a five years' average of 90,773 acres and in Matar 7,973 against 77,321 acres.

3. (a)—(b) The rainfall was 14 per cent of the normal in Borsad and 18 per cent in Matar. (c) The rains practically ceased a fortnight after they commenced. There was one day's rain in September. (d) The June rainfall was about one-third of the average, in July and August practically nil, and in September one-third of the average.

4. In Matar 34 per cent and in Borsad 3 per cent. of a normal crop on a normal area was obtained.

5. (a) About 40 per cent.

(b) About 15 per cent

6. Nearly absolute failure of the rainfall was the first warning, but tests were required.

7. Failure of rain and increase of petty thefts.

8. Small test works on the piece-work system were first opened.

11. The order was—

1 (a) Private charity.

2 (a) Test works.

3 (b) Poor-houses.

4 (c) Kitchens or works.

5 (c) Village kitchens

12. (1) From the beginning of August I began to visit my charge to observe the condition of the people. The Mamlatdars had already been doing so. (2) The Mamlatdars under my directions attempted to organise private charity without much success. (3) In October village officers were ordered to make daily inspection and give dole to those to whom it was applicable. The lists of these persons were inspected by the Mamlatdars, Circle Inspectors and myself. (4) (b) There was no means of stimulating this owing to the serious nature of the distress,

13 From September for buying well accessories and seed, and also for building wells.

The loans were understood to be recoverable with interest, but the interest has been remitted on loans under Bombay Act XII of 1884.

14 Yes, in the whole of it, except where the ground is salt. The depth of the water below the surface of the ground was from 20 to 100 feet. Depth of water in the wells, 6 to 20 feet. The digging of wells was encouraged by loans and was successful in Borsad Taluka, where 200 new wells were sunk.

(a) To a large extent.

(b) Nearly all were permanent improvements.

(c) Not attempted

15. Test works under Taluka Local Boards, managed by the taluka machinery

16 The piece-work system was first adopted without regard for sex or occupation. The rate was 4 annas per 100 feet

17. The payment was in strict proportion to results. No maximum or minimum or any allowance.

18 I was not responsible for this, but the test works were very largely attended

#### *Large Public Works.*

24 I cannot answer the question accurately as the question is affected by Native States in my charge, but about 60 to 100 square miles. I have known them to go 20 and 30 miles when the works were in order. They are given to travelling from one work to another to pose as new-comers

32 I entirely agree with the Commission. The famine was taken in hand from the very beginning, but there was great reluctance to go on relief till pulled down by famine. Considerations, such as the care of cattle and leaving home, will always tell in this district, I think

34. On one in the Matar Taluka I was led by complaints, otherwise unaccountable smallness of numbers, and the general condition of workers to believe the rate inadequate. It was increased later. The chief result, in my opinion, was a harmful decrease in numbers, but about the harmfulness I differ in opinion from others. The rate was at no time excessive, but professional labourers working in families were proved to be saving on the maximum

Copper coins returned freely to Banás.

#### *Small Village Works.*

52 These were used as test works in the beginning, then closed and again opened before the rains to get the people near their homes.

53. They were chiefly tanks. A few were roads

54. They were conducted under Civil agency by direct management.

56. The works were on the piece-work system. The rates varied according to necessities. The Collector gave the rates and I was at liberty to increase them by 25 per cent if necessity arose. Work was given to all.

57. The only system of selection was strict payment by result.

58. The large works with minimum rates and provision for dependants attracted most.

59. My firm opinion, based on what I saw, is that famine works of 10,000 persons after April invite cholera and should be avoided. There is then a large and sudden increase in numbers and large works became unmanageable. I think that a large reserve of village works should be kept for the purpose of relieving large works after April. Otherwise I believe in works up to 10,000, except in places where famine is obvious, and people cling to their homes to the detriment of their health. The reasons I have for favouring the large works are their superior and easier management and control, and the check on indiscriminate flocking to relief which is apt to occur on village works.

66. (i) Cattle camps were started but not in my charge.

(ii) Grass was imported and sold at cheap rates. This was unsuccessful, because too late. I also gave free dole to one person per animal in order that he might gather leaves for it.

(iii) Cattle were exported to Thána, but the majority died there.

#### *Gratuitous Relief*

68. (a) in kitchens,

(b) not at all.

69. Dry dole was first given. Poor-houses were then opened in December and finally in the rains village kitchens. Village kitchens were chosen to partly supersede dry dole as supplying better food and more efficient test of need, and because many recipients could not cook in the rain.

71. One was open in each taluka at first, finally another was opened in Kaira itself.

Poor-houses were opened about December 1899.

The chief inmates were Dharalas (or Kohs), and the largest attendance 958 in March.

72. Vagrants and immigrants were both admitted and sent to the poor-houses but not as a punishment, because it was impossible to detain them against their will.

73. The poor-houses were periodically examined by inspecting officers such as the Mámlatdárs and myself, and daily by the Hospital Assistants for this purpose.

74. The ration provided was that under the Famine Code, section 105 (c), and was given in equal



portions at 10 A M and 5 P M Meals were sent to the sick, but the remainder were compelled to eat on the premises

75 Kitchens were not opened before the rains. Kitchens were supposed to serve a radius of 3 miles I do not know how many kitchens were opened, but there was one in more than half the villages

76 No limit of distance was fixed. But none were opened very close to a work

77 Admission to kitchens was restricted by necessity, of which the village officials were allowed to judge, checked at short intervals (a week or less) by Circle Inspectors

74 (2) The poor-house ration was a mixture of rice, dal, salt, oil and condiments as laid down in section 105 (c) Famine Code, and varied by bread and dal

75 (2) They were originally drawn up by village officers and checked by inspecting officers Village officers were always ordered to put those in urgent need on dole, and on the whole exercised this power with great discrimination, being sometimes far stricter than inspecting officers Recipients were inspected about once a week by 1 Circle Inspector, once a month or in 3 weeks by a Famine Awal Káikun or Mámlátdai, and on tour by the Collector, Medical Officer or myself

76 (2) Daily in grain, cooked or raw, and at the choia

77 (2) (i) To needy cultivators and their dependants till their crops ripened, in order to enable them to cultivate, &c from July to October

(ii) To respectable poor women debarred from going to relief works It was found impossible to work semi-gratuitous relief under section 150

78 Cooks were usually Bráhmíns But where Dharalas and Másalmans predominated, cooks of those castes were employed. At first all showed some reluctance to take cooked food Finally, even Patidárs and Girasias occasionally took it when somewhat reduced and refused dry dole.

79. Kitchen káikuns Inspected by Circle Inspectors, &c

80. A few private cheap grain shops were opened in the early stages About Rs 10,000 were spent in this way for any who cared to come The scale was too small to affect the question

81. No.

82 I do not know the figures, as final orders have yet to be given

83. On crop failure, combined with general capacity The information had of necessity to be first supplied by village officers and this was checked as severely as possible by Mámlatdais

84 After collection began.

87. The total did not exceed 15 per cent except, I believe, in June and July. This was due to the facts (1) That the rains were a month and a half late and some not really in need came to the works to pass the time till rain should fall (2) That in Borsad Taluka, which is interlaced with a superior extent of Gáekwari Territory in which there were no works, over 50,000 were on relief works alone at one time out of a population of 1,62,000. There were more Gáekwari villages represented than British on one work.

88. It was defective in the beginning in the sense that people refused to come to works till run down. The reason was reluctance to leave home and cattle, and the newness of famine measures. It may have been excessive, but not much so in July, when through the lateness of the rain some who could have done without relief came on to works. These were not a very great number, *e.g.* respectable fathers sent their sons, chiefly to act as mukadams.

89. The chief class was the Dharala. I found Patidárs, Musalmáns and Dharalas bring state rayats and with security of tenure on the works. I found no large proprietors on works except as kárkuns.

91. On general report Baniás almost absolutely refused to lend to cultivators.

(11) There was no general reluctance.

92. On the whole, yes.

94. Information is gathered by village officials and checked by inspecting officers. It is well done.

95. I believe the change from millet to Rangoon rice led to disease to a large extent.

96. Permanganate of potash was used both in villages and the water-supply on works protected with great care. More I am unable to say.

97. On works—Infectious and contagious diseases were segregated.

Latrines were constructed, but not always used. Sweepers were kept for cleaning the camp. Wells were disinfected and only water-drawers allowed to take water out of them.

*Poor-houses*—Ditto, except that latrine arrangements could be rigidly enforced.

*At kitchens*—There were no sanitary arrangements required in village kitchens.

98. Yes, by the Hospital Assistant and all inspecting officers from the Collector downwards. Occasionally fraudulent mixtures of grain were found, *i.e.* insufficient mixture of dál with rice. Otherwise the grain was good except in the case of Ragoon rice, which caused many complaints to be made of the injurious effects of the lime with which it was coated.

99 There were no wild products

100 Yes, in Borsad on to relief works On one work of 10,000 persons there were 19 Gáekwár and 15 British villages represented. On another work of 30,000 to 40,000 I suspected the presence of about 10,000 to 15,000 Gáekwár subjects The Public Works Department would have the actual figures.

101. The mortality could not be distinguished, but the condition of the people was much the same as that of British subjects. The effect of their deaths would only be felt in cholera on relief works

102 I was in charge of Mátar Táluka only at the end of the famine. Only 6 orphans were left uncared for by relatives and these were sent to Missionaries.

103 No.

104 Yes, with the fodder traffic It was a general complaint that grass bought elsewhere was lying at the stations of export because waggons could not be obtained without heavy gratifications to station-masters for carrying it to affected districts. Grain was not affected

105 At the beginning of the rains there were a few complaints Labourers in some cases showed a reluctance to leave the steady wage of the relief work The complaints were not many.

106. No change.

107 (i) Yes (ii) I do not know, but think the reverse. (iii) Not as far as I can judge.

109. (i) Yes. (ii) No.

110. Missionaries co-operated with us in giving their own charitable relief We made their enquiries in the case of agricultural gifts and they distributed the money. They also help as members of charitable fund committees No good could be obtained by any further extension Other non-official effort was non-existent.

112 Yes, especially to disorganize family life. Small village works near home would be a cure.

C. A. BEYTS,  
Assistant Collector, Kaira.

*Camp Bamangan,  
11th January 1901.*

*The President* —Of what *talukas* were you in charge ?

A —Anand, Nadiad, Thasra and Kapadvanj

Q —Were you in charge throughout the famine ?

A —Yes

Q —Was there a complete failure of crops in those *talukas* ?

A —A complete failure of the dry crops

Q —Was any one *taluka* better than another ?

A —There were a few small tracts in Anand *taluka* in which crops were saved.

Q —Practically there was a complete failure ?

A —Practically there was

Q —What was the condition of these four *talukas* ? Were they in fairly good condition ?

A —They were

Q —Did the people enter on the famine period with ordinary resources ?

A —Yes, but with regard to the people there should be a very marked distinction made between the two classes, those called the *patidars*, who are cultivators of a very skilful character known as *kunbis*, and the *kolis* who call themselves *dhārālās* and who are an inferior class of cultivators always very unthrifty and indolent. These were the people who afterwards suffered most

Q —Are the ordinary labouring classes recruited from this latter class ?

A —Most of them are petty cultivators

Q —Then would you not make a further sub-division, the substantial good cultivator, the poorer cultivator, and besides these the ordinary labouring class ?

A —Yes, the latter would be then *dhers*, or weavers. Generally their occupation had been taken away by the competition of machine made clothes and they have been taking to agricultural labour, and some are hereditary labourers attached to certain families. There are further the Muhammadans and Rājputs, who come between the *dhārālās* and *patidars* as cultivators, and then other respectable people, *mahājans* and money-lenders

Q —What proportion of the population do these classes represent ?

A —Taking a hundred the *mahājans* and monied classes represent 5 per cent, the substantial cultivators or *patidars* 45 per cent, Muhammadans and Rājputs intermediate between the *patidars* and *dhārālās* 5 per cent; the *dhārālās* 40 per cent, and *dhers* and others 5 per cent

Q —Which of these classes were most hit ?

A —The *dhārālās*

Q —But were not *dhers* badly hit ?

A —No, the *dhers* were the most prosperous, because they took advantage most freely of our relief works

Q —Next to the *dhārālās* who came ?

A —The Muhammadans and the inferior classes of the Rājputs

Q —Was the whole *dhārālā* population affected ?

A —No, about a half

Q —Was the whole population of the *kunbis* affected ?

A —They were not affected at all, in the latter part of the year perhaps 2 or 3 per cent were affected

Q —And the *dhers* ?

A —They went freely to the relief works and did not suffer much. They had no other resources to fall back upon. They were assisted by the Missionaries also

Q —What proportion of that class was affected ?

A —I think almost all obtained relief from regular relief works and from the Missionaries

Q —And the Muhammadans and intermediate classes, how many were affected ?

A —About 30 or 40 per cent of the Muhammadans

Q —Then I infer roughly out of a population of 870,000, about 250,000 were seriously affected by the famine ?

A —That is what we found out afterwards. According to our former estimate it was thought 60,000 would be affected

Q —When did you notice distress first in your four *talukas* ?

A —In October

Q —When did your first regular relief work under the Public Works Department open ?

A —In the latter part of October

Q —Can you tell me in which of your *talukas* it was opened ?

A —In Thasra

Q —When did you open a relief work in Anand *taluka* ?

A —In November, not exactly in the Anand *taluka*, but close to it

Q —When in the Nadiad *taluka* ?

A —There was one relief work opened about February

Q —Was there no relief work there before February ?

A —I think not.

Q—When did you open your first relief work in Kapadvanj ?

A—In November or December

Q—When you opened these relief works under the Public Works Department did you close your test-works ?

A—Yes

Q—They did not run on simultaneously ?

A—No

Q—Were the test-works conducted by the civil agency ?

A—By the Local Fund Overseer

Q—And while they were in the test-work stage, did many people come on them ?

A—In the two works of Anand taluqa many people came, and that I attribute to the efficiency of the Local Fund Overseer. I think more ought to have come on the other works, but in the meanwhile the Collector had been organizing for large works

Q—The Collector saw that there was great pressure coming and that the test-works really were no longer sufficient. He was satisfied of the necessity for large measures of relief. But test-works continued in the Nadrid taluqa till February ?

A—Yes, very few people were on it.

Q—Were they village works ?

A—Yes

Q—Was the distress not severe ?

A—No, Thasra taluqa felt part of it

Q—What was the largest number of works that was opened ?

A—Five

Q—Upon what system were the public works opened ?

A—On piece-work

Q—What did you consider your duty with regard to these works to be ? Did you inspect each of them ?

A—Yes, I did

Q—How many times a month ?

A—The orders were once a month, but probably I visited them twice a month

Q—Which of these public relief works do you know best ? Of which can you speak with greatest authority ?

A—The Dakor tank excavation work in Thasra.

Q—When did you first start that ?

A—It was started in March

Q—How many people were on that work when you examined it ?

A—They came in thousands as soon as it opened

Q—How many relief works were opened in the Thasra taluqa before the Dakor tank was opened ?

A—The Dakor-Mahudha road and the Pali stone breaking

Q—If people flocked on to the Dakor tank as soon as it was opened, I infer that the Dakor-Mahudha road and the Pali stone-breaking were not sufficient ?

A—At first the labourers were paid daily for the first ten days, and that was the great reason why they flocked to the Dakor tank excavation work.

Q—Did they flock from the other works ?

A—Not from the other works, but from the villages

Q—Am I to infer that the numbers which flocked on to the Dakor tank as soon as it was opened was an indication that there was not sufficient work before it was opened ?

A—They could have gone to the other works

Q—Were all these works in the Thasra taluqa ?

A—Yes

Q—How many people were there on both the other works at the beginning of March ?

A—About 3,000 on the Pali work and about 4,000 on the Dakor-Mahudha road

Q—How many came on in the first instance to the Dakor tank ?

A—About 10,000

Q—Why did not these 10,000 go on the other works ?

A—The people complained that they were not going to the other works because they were not paid daily

Q—At what intervals were payments made ?

A—Generally about a week or sometimes nine days or so. It depended on how the measurers got on with the measurements

Q—Whose fault was it that measurements were not made weekly ?

A—A certain number of measurers were employed, and if there was an increase in the number of labourers, the measurers could not keep pace with the work

Q—Was not the measurement made weekly ?

A—It was made when the gang had executed a certain amount

Q—Was the measurement made weekly ?

A—Not weekly, as soon as the pit was ready the measurer would go there and take down the measurement.

Q—In road work ?

A—Yes

Q—In stone-breaking ?

A—They had to take measurements daily.

Q.—You have seen this daily measurements taken ?

A.—Yes

Q.—Were these measurements entered daily, and did they form the basis of the payment, or was it the weekly measurements that formed the basis of payment ?

A.—It was the daily measurements that formed the basis of payment in stone-breaking and the weekly measurements in earth work

Q.—Your evidence is not altogether in accordance with the evidence we have on record from the Engineers. When you heard these complaints made, what did you do ?

A.—I reported it to my Collector, who had himself heard such complaints

Q.—At all events 10,000 people came on to the Dakor tank, are you prepared to say that these 10,000 kept off those other two works because of their dissatisfaction with the system of payment ?

A.—That is my inference

Q.—Did any complain to you that they did not get the full amount of wages which they earned ?

A.—There were such complaints when the stone-breaking was going on. They would assert they had done so many baskets, but the measurer would bring the books and the evidence of the other workers.

Q.—These complaints were made, and so far as you can ascertain they were not substantiated. Upon what system was the tank work managed ? What establishment controlled these 10,000 people ?

A.—There were overseers.

Q.—What number ?

A.—I do not remember

Q.—What standard of establishment had you to control, say, a thousand ?

A.—There was no standard

Q.—Was it all chaos ?

A.—The Engineer in charge managed according to the number of people.

Q.—Was that the state of things you found, that the Engineer postponed getting his establishment until the people came upon the works ?

A.—My impression was there was sufficient establishment

Q.—You have just said that you did not know what establishment there was ?

A.—There was no regular scale laid down, but so far as I could see the establishment was fit to cope with the work.

Q.—You had your public works throughout. What area did each of these public works serve. How many works were there in the Anand taluqa ?

A.—None in the Anand taluqa, but there was a work which supplied the Anand taluqa.

Q.—What is the area of the Anand taluqa ?

A.—213 square miles

Q.—What is the area of Nadiad ?

A.—227 square miles

Q.—Of Thasra ?

A.—257 square miles and Kapadvanj 279

Q.—In Nadiad what was the greatest number of works ?

A.—Only the Mahudha road work

Q.—And in Thasra ?

A.—Three

Q.—And in Kapadvanj ?

A.—One, or rather two, two near together, one was a road and one a tank work.

Q.—You had six works at the outside for an area of 1,020 square miles, or an average of one work for 170 square miles. With reference to gratuitous relief, when did you commence your gratuitous relief organization ? Did you give any assistance to the village officials. Did you increase their numbers ?

A.—No

Q.—Then how many Circle Inspectors had you ?

A.—In each taluqa there were six

Q.—Were they all engaged in relief work ?

A.—Yes

Q.—Were they six in your four taluqas ?

A.—There were six in each taluqa. We had already two permanent Circle Inspectors in each taluqa and added four more

Q.—Were the two Circle Inspectors engaged on ordinary work or famine works ?

A.—They were relieved of their ordinary work

Q.—Were they relieved by new men ?

A.—By extra men from the taluqa office.

Q.—Were they called Circle Inspectors ?

A.—They were called general duty *Larkuns*

Q.—What was your procedure, you got certain lists made out by the *patel* and *telat* in village ?

A.—Orders were issued that the *patel* and *telat* were to give doles to the persons mentioned in the Code, and they began to give the doles

Q.—When was that ?

A.—In October

Q—In how many villages were doles given in October?

A—I have not got the figures

Q—How many people got doles altogether in your four *talukas* in October?

A—I cannot say I have not got the figures

Q—In November, December and January can you say?

A—No

Q—From the figures published in the Gazette it would seem that at the end of December only 242 villages in the Kaira district were getting the dolo, of these 212 villages, how many were yours?

A—Little more than half

Q—There are 7 *talukas* in the district, of these 3 were in Mr. Beyts' charge and 4 in yours?

A—Yes

Q—How many villages are there in your 4 *talukas*?

A—352

Q—Can you say how many there are in Mr. Beyts' 3 *talukas*?

A—230

Q—Why at the end of December had you brought so few villages under the gratuitous relief system?

A—Because according to the standard laid down in the Code there were not eligible persons

Q—Were there no blind or halt or lame persons?

A—No

Q—Did you visit every one of these villages to see if the lists had been properly prepared or not?

A—Most of them, not all

Q—In January there were 294 villages on gratuitous relief, how many of these were yours?

A—The same proportion.

Q—Why were the rest left out? Were your suspicions not aroused, and did you not go and look into the matter?

A—I went and added several names and removed others

Q—In the whole of the district at the end of December there were 5 per cent on gratuitous relief, and so things went on till March, then there was a very great extension, you extended up to 530 villages (the eligible categories remaining the same). In that time were the orders regarding relief relaxed?

A—We had been given orders to be more liberal.

Q—In February your mortality had risen to four times the normal, and your gratuitous relief was at 15. The orders are that village relief should be undertaken simultaneously with relief works. Relief works were opened in some cases early, but there was no corresponding extension of village gratuitous relief in your *taluka*, why was that?

A—We acted according to the rules, but many persons who were not eligible for the doles would not go to the works

Q—Why was that?

A—The *dhārālās* were indolent people and not accustomed to works, they were proud

Q—Did they ultimately go to works?

A—When they had exhausted their means they went

Q—When was that feeling of pride broken down?

A—When their bodies broke down and they had become absolutely emaciated

Q—Then they went to the works?

A—Yes, they used to say "will the lion eat grass?"

Q—Did they complain that the works were far away?

A—No

Q—We heard to-day that they went to works in other districts?

A—Perhaps the work was easier there

Q—At all events it was not disinclination to go to works?

A—All the causes were combined, some people went to work nearest them, while many people living close to the works would not go there, they thought it *injra dīg*

Q—Was residence on works compulsory?

A—Yes

Q—Was it your business to ascertain whether the people lived upon the works or did not?

A—Most of them lived there

Q—And if they didn't live there you considered that the orders were being disobeyed?

A—Several went to villages which were near

Q—Was compulsory residence a reason why people did not come to works?

A—I don't think so

Q—We have it in evidence with regard to your district that because compulsory residence kept people off the work that it was afterwards abandoned?

A—Those people who lived at distance would not object to living on the works naturally, but people who did not come from a distance, who came from 4 or 5 miles away if they were not allowed to go home would be disinclined to stay there?

Q—Was it because they were not allowed to go away that the rules were relaxed?

A—Our establishment was not sufficient, and many broke the rules

Q—Very likely in such a big business, still an endeavour was made to enforce the rule, and for that reason people would not come to works?

A—Yes

Q—Can you tell me anything about the amount of wages that people used to earn on the works?

A—I think the wage was just sufficient. They generally earned the minimum wage

Q—Why was that, were they not able to work or were they disinclined to work?

A—When we asked them they said they were too weak to work. I asked the Hospital Assistants and they said the men were able to work, but the men themselves would say they were too weak to work

Q—Was that your general experience on all the works you visited; that they earned the minimum wage?

A—Yes

Q—Was that restricted to one, or was it the case on all the works?

A—Generally all.

Q—But if the Engineers told you that not only did they earn more than the minimum, but that as a rule they earned close to the maximum, what would you think?

A—My impression is that the *dhārālās* did not earn so much.

Q—Your impression from inspections and from what you heard in conversation was that these people did not earn more than the minimum, but if I tell you the Public Works Department have returned statistics which show that they earned near the maximum, do you still adhere to your statement?

A—I cannot say anything against the statistics. I found many of the *dhārālās* were not earning more than the minimum

Q—Are you disposed to trust implicitly to the figures of the Public Works Department?

A—My impressions may be wrong.

Mr. Nicholson—As regards the Dākor tank work, at first I understand that the organization was sufficient to give daily payments to the workers?

A—Yes

Q—How do you know it?

A—I am sure from what I heard, from enquiries made

Q—You attribute the rush to the fact that daily payments were made there and not made elsewhere?

A—They were all new comers, the rule was that all new comers were to be paid daily for the first ten days

Q—Was your establishment at first sufficient to make daily payments?

A—Daily payments were made, so the establishments must have been sufficient

Q—Was there any wandering up to December. Did the infirm and blind people leave the villages and collect in the town?

A—Yes

Q—Who were the people wandering about?

A—Able-bodied people who had not sufficient means.

Q—Had they left their villages for relief of some sort?

A—Yes.

Q—By December the village capacity for giving relief had largely contracted?

A—Yes

Q—In your *talukas* cattle had died. What was the percentage?

A—Nearly half

Q—What steps were taken in the beginning for the relief of cattle? Did they go to the forest?

A—No, there were no forests.

Mr. Bourdillon.—How long have you lived in Gujrat?

A—For 30 years

Q—You know the province well?

A—Yes

Q—I believe I am correct in saying that they have not had a famine for 100 years. It is supposed to be the richest province in the Presidency and probably in India, and yet one big crop failure brings famine to the country, what is the explanation of that?

A—The *patidārs* have not suffered much, the *dhārālās* have suffered. The mortality was chiefly confined to them, they were always very indolent and unthrifty, they had not large savings to fall back upon, the village *banias* contracted their credit, they would not advance to those who were not likely to be able to return the loans.

Q—Is there not a habit of saving from year to year?

A—The *dhārālās* generally do not save.

Q—Not at all?

A—No

Q—Do they live from hand to mouth?

A—They spend much on funeral ceremonies.



Q—Were you prepared from your long knowledge of Gujrat to see such a collapse as this and such large mortality?

A—No, we first calculated that there would be 60,000 who would break down and require relief, but afterwards more came.

Q—What was the reason that the calamity was so much greater than you expected?

A—It was the break down of these *dhārālās*, they hadn't any savings to fall back upon.

Q—You know that before hand, did you not?

A—We thought that only a certain proportion of the *dhārālās* would break down, but as a matter of fact more broke down.

Rao Bahādūr Syam Sunder Lal—Were there any emigrants from Native States?

A—Very few.

Q—Did any of the Broach people come on to the works?

A—No.

The President—You told Mr. Bourdillon that you did not expect the collapse to be so great. Did you in January or February doubt whether the distress was as great as it really was?

A—Well, from January we began to realize that the distress would be very great.

Q—At the end of January did you hesitate about launching forth into a large and liberal measure of relief, because you were still in doubt as to the extent to which you should give relief? Were you still feeling your way at the end of January?

A—Perhaps it was so.

Q—I don't say you were wrong on the facts before you. Was that the reason why gratuitous relief was so restricted, and was that the reason why public works were so few at that time in your *talukas*?

A—We thought we were doing quite sufficient.

Q—Looking back at the thing now do you think that you did sufficient? Do you not think that at the end of January you should have entered upon a far more liberal policy than you did?

A—Yes, a far more liberal policy.

Q—I come to another point. Is there much indebtedness in your *talukas*?

A—Not very much. About 5 per cent of the *dhārālās* are hopelessly indebted.

Q—Are they still possessors of the land?

A—Most of them are.

Q—Their names are recorded?

A—Yes, they are indebted to the money-lenders.

Q—These money-lenders are practically proprietors of the holding?

A—To a certain extent, many hold the lands under a mortgage.

Q—What is the proportion of the cultivators who are indebted beyond redemption?

A—About 5 to 10 per cent.

Q—The remainder may hope to recover?

A—Yes, with good years.

Q—With regard to this large percentage who hope to recover their holdings with favourable years, do you consider it is desirable as a matter of policy that Government should assist them?

A—Yes.

Q—Do you think a liberal policy of suspensions of Government revenue in times of crop vicissitudes is a desirable thing?

A—Yes.

Q—Would you in case of suspensions of revenue have regard to the crop failure over a considerable area or to the capacity of the individual to pay?

A—I think taking the whole province there should be a general principle of suspension in cases where the crop failure is three-fourths.

Q—Would you postpone the question of remissions until you could make particular enquiries? Would you make particular enquiries into the case of each individual or remit with reference to crop failure?

A—I think I should look to the crop failure and the condition of the individuals.

Q—Would you distinguish, if you had absolute crop failure? Would you remit without making enquiries?

A—There are certain cultivators of the *patidar* class who are well off, therefore I should say if the crop is a total failure for say two years, let the whole be remitted for one year.

Q—In the case of money-lenders who are mortgagees while the recorded occupier is merely a rack-rented tenant, would you in such a case remit on the basis of crop failure or look into the circumstances of the individual?

A—I think there should be no distinction between money-lenders and other people, as a matter of principle we must have one general rule for all.

Q—Do you think the actual cultivator would benefit more if the money-lender were not made an exception to the policy than if he were?

A—Yes, otherwise the money-lender would probably take the money out of the cultivator.

Q—Then would you make enquiries in the case of capitalists?

A—I would not make any enquiries

Q—You would give remissions to all Your principle would be to follow the crops?

A—Yes, I think a liberal policy like that would be more beneficial to the country.

Q.—Do you think the assessment in Gujrat is such as to call for suspension more than in other parts of the country?

A—No

Q—We have been told that the assessment in Gujrat is between 15 and 20 per cent of the gross produce?

A—I think it is about that

Q—Does the cultivator put by from the surplus of a good year for a bad year?

A.—He does save a little

Q—Is there any possibility of establishing in Gujrat mutual assistance banks to enable a cultivator to put by any money he has saved in a good year?

A—Yes

Q—Will the *sowcar* object to it?

A—Yes, but not if they are associated with it.

Q—How can the *sowcar* be associated with it?

A—He might be given a share

Q—But the association would not work for a profit, only for mutual assistance?

A—Then he would be opposed to it The *sowcars* dissuade people from taking *takavi*, they don't wish to lose their custom

Q—Now as to the effect of your evidence I take it to be that in the first place the famine was absolutely unprecedented, there had never been such in living memory, you had not expected that there would be such a collapse on the part of the people who had always been well off In the beginning of the year, up to February, you were not convinced that you were in for such a great calamity as came upon you and consequently you were feeling your way in the distribution of relief, there was a feeling that had distribution been made largely it might have had a demoralizing effect and consequently you acted as you did and not through any indisposition to give relief The distress and collapse were greater than you expected, and while you were hesitating the people's resources were being exhausted and their physique becoming undermined When you launched forth you were not able to catch up. The people had got too far on the downward path?

A—I would prefer to say that we had been giving sufficient relief, but notwithstanding that, the people were soft and died



*Answers by Khán Bahádur B E Modi, District Deputy Collector, Kaira, to the questions of the Famine Commission*

*Introductory.*

1 The outlook in the Kaira District when the rains commenced about the middle of June 1899 was as usual promising. The people prepared their lands for cultivation by manuring and ploughing. The rains commenced and the *kodrá* grain (*Paspalum scrobiculatum*) was sown in lands intended for it. The staple food-grain bajra (spiked millet) *Penicillaria spicata* was sown in lands that were ready. Generally this grain is sown at the end of June. Rice is generally sown in July. The rains held off from the latter part of June and consequently no crops could be sown subsequently. The people were in hopes that they could raise their crops if the rains fell in July, but when July past without any fall, they began to lose heart, and in August the prospects became gloomy.

The character of all the staple food crops was good in both the years except rice, which had not been up to the average in 1897-98. The character of the harvests in 1898-99 was on the whole up to the average.

2 *Kharif sowing*—The kharif sowing was not up to normal. The statistics for the whole district are not in this office, but in Nadiád Taluka, in the total acreage of 119,684 of occupied cultivable land, 61,627 acres had been sown. In the remaining 58,057 acres no sowing could be done as the rains practically ceased at the end of June, though the lands had been manured and ploughed and kept ready.

Nearly the same percentage of the cultivable area remained unsown throughout the whole district.

The Village Forms No 1, No 3 and No. 10 show the area of cultivable land occupied and unoccupied. The actual sowings of kharif crops are recorded in Village Form No. 3 soon after the rainy season, that is in November, and of the rabi crops in January and February. From this Village Form No. 3 is compiled the Village Form No. 16, which shows the area of the different kinds of crops.

3 (a). The average rainfall of the past five years is 37°—39° (b) The actual rainfall in the rainy season of 1899 was maximum 8°—86 in Nadiád Taluka and minimum 4°—14 in Thásra Taluka. The actual

rainfall 6°—46 of 1899 was 17°—27, per cent of the average 37°—39 (c) The rains ceased from the beginning of July during which there fell a few scattered showers amounting altogether to less than 1 inch (d) The distribution of the rainfall from June to September has been compared with the average of the last five years below for the four talukas of Kapadvanj, Nadiád, Thásra and A'nand

Month	Average of the last five years	Actual rainfall during 1899
June . . . . .	6°—33	4°—43
July . . . . .	16°—21	0—73
August . . . . .	9°—53	0—2
September . . . . .	5°—32	1°—27
Total . . . . .	37°—39	6°—15

4 The actual kharif harvest of 1899 had almost entirely failed, with the exception of the crops irrigated by wells.

The areas irrigated by wells were as under —

Name of the Taluka	Total area occupied in acres	Total area irrigated in acres
Kapadvanj . . . . .	120,937	4,731
Nadiád . . . . .	119,684	18,240
Thásra . . . . .	113,593	6,570
A'nand . . . . .	137,852	12,598

5 No exact statistics are in this office, but about 40 per cent. of the total population may be put down as petty cultivators such as Dhárálás, and about 6 per cent. as agricultural labourers such as Dhárálás and Dheis

6. The necessity of relief was assumed from the fact of the almost failure of crops The test works were first opened out of the Local Funds

7 There were people coming, though in small numbers, to our test works, several had begun to sell their belongings, and several clamoured for work In large towns, where cheap grain shops were opened, large numbers flocked daily from distant villages.

8. In the beginning small tank excavation works were opened in the villages, where relief seekers were admitted from the surrounding villages. In order to gauge the extent of the distress, the piece-work system was adopted, the rate being at first 4 annas per 100 cubic feet and afterwards 5 annas per 100 cubic feet

9 (a) There had been a list of large relief works, and for some of them surveys and estimates of cost had been made.

(b) There were no establishments provided for and no lists of qualified candidates for famine service kept up.

10. Large relief works were the backbone of the relief system. No programme of village works was kept ready in reserve from the beginning, but it was not difficult to ascertain in a short time what small village works were required.

11. There was no regularly organized private charity, but in large towns such as Kapadvanj, Nadiád and Umieth cheap grain shops were opened out of subscriptions raised by the people and in Kapadvanj by one merchant.

Then test works out of the Local Funds were opened.

Afterwards kitchens were opened on works.

Kitchens in villages were opened last of all.

There are no Government forests.

12 (a) Gratuitous doles were to be given under the supervision of the Village Patel or headman, the village accountant and a committee of four or five leading villagers. This began in October.

(b) No steps could be taken for stimulating the local employment of labour.

(c) For organizing local charity the Mámlatdár and the Sub-Divisional officers had to exert themselves.

(d) To observe the general condition of the people besides the village officials there were the Circle Inspectors, who each had generally about 14 or 15 villages to inspect. These were appointed in November. There were also Famine Aval-káikún appointed, one in each táluka, from December.

13. Tagávi advances were made from the outset

*Up to 31st December 1899.*

Name of the Táluka	Under Act XIX of 1883	Under Act XII of 1884
	Rs	Rs
Nadiád ... .	14,400	10,650
A'nand . . . .	6,206	7,169
Thásra .. . .	4,545	13,361
Kapadvanj	27,525	11,257

*Up to 31st March 1900*

Name of the Táluka	Under Act XIX of 1883	Under Act XII, of 1884
	Rs	Rs
Nadiád .. ..	29,385	21,471
A'nand .. ..	18,156	14,614
Thásra . . . .	17,670	17,766
Kapadvanj . .	47,375	25,975

The loans under Act XIX of 1883 were for making wells, either permanent or temporary. The loans under Act XII of 1884 were for purchasing seed for sowing rabi crops and for purchasing leather bags and ropes for drawing water from wells.

After 1st April 1900 loans were made for purchasing bullocks and for purchasing seed and to a lesser extent for maintenance

The total amount advanced from 1st April 1900 to 31st December 1900 was—

	Rs
Nadiád	1,28,872
Anand	1,92,951
Thasra	1,79,137
Kapadvanj	1,65,847

These advances are to be recovered wholly by instalments

The following Circular of the Collector will show how these advances are recoverable —

### "CIRCULAR

#### *Tagávi Instalments*

No  $\frac{F}{9624}$  of 1900.

*Camp Nadiád, 22nd December 1900.*

The following orders are issued on Government Resolution, No 3666 of 6th November 1900, and Government Resolution, No 3958 of 14th December 1900, in supersession of the orders contained in this office No  $\frac{F}{9624}$  of 24th November 1900 as to the fixing of dates of instalments of tagávi recoveries.

*A—Advances made before 1st April 1900 under both Acts*—These will be repayable on the usual instalment dates according to the ordinary rules with the following exception Advances under Act XII of 1884 made before 1st April 1900, which were for the purpose of making kharif cultivation in the kharif season 1899-1900, will be subject to the rules which are stated in the next following paragraph B.

*B—Advances under Act XII of 1884, made after 1st April 1900, for the purpose of making kharif cultivation, will be—*

- 1 Interest free
- 2 Recoverable in the following instalments

	Amount	Dates.
Cattle, seed and subsistence jointly or separately	Rs 10 or under	10th January 1902
	Over 10 and up to 25	10th January 1902 10th January 1903
	Over 25 and up to 50	10th January 1902 10th January 1903. 10th January 1904
	Over 50 and up to 75	10th January 1902 10th January 1903 10th January 1904. 10th January 1905
	Over 75	10th January 1902. 10th January 1903 10th January 1904 10th January 1905 10th January 1906

*Note 1*—In the case of advances made for seed only, the last instalment should in no case be later than 10th January 1904

*Note 2*—In Thasra and Kapadvanj the month of December in the preceding year will be substituted for January

Mámlatdars will be held responsible that interest is charged upon all advances which were made after the kharif season of 1899-1900 and which were not for kharif cultivation.

(Signed) FREDERICK PRATT,  
Collector of Kara.

To

The Sub-Divisional Officers,  
The Mámlatdars,  
The Assistant Collectors "

14 Irrigation wells can be made in most parts of the district. In some villages in Kapadvanj Taluka, the soil being rocky, water cannot be obtained everywhere. In the eastern villages of Thásra and A'nand, near the Mahi river, the water is very deep and well irrigation cannot be carried on.

The average depth of water below the surface on the cessation of the rains in 1899 was from 30 to 40 feet and from 40 to 50 feet in A'nand Taluka.

The digging of wells was encouraged from the beginning by means of loans and they were successful—

(a) in raising rabi crops, though not in saving kharif crops. Kharif crops to a very small extent were saved by irrigation from the old wells,

(b) they were successful as permanent improvement,

(c) they did to some extent succeed in employing labour

15. Test works were first undertaken. They were ordinary works under Taluka Local Boards and they were conducted under the supervision of Taluka Officers and Local Board Overseers.

16 The work was exacted under piece-work system at Re 0-4-0 per 100 cubic feet and afterwards at 5 annas irrespective of sex and previous occupation

17 The payment was made in strict proportion to results, and there was nothing like a maximum wage, or a minimum wage, or a rest-day allowance, or an allowance to dependants.

18 Though the people did not crowd on the test works, general distress, shown by the people selling their belongings and flocking to take advantage of the cheap grain shops, induced us to convert these works into regular large relief works

#### *Large Public Works.*

19 Towards the end of September 1899, it was decided to open regular relief works, and the following three works were first opened —

- (1) Collection of road metal at Pali.
- (2) Road from Agás to Borsad
- (3) Road from Dakor to Alina.

Large public works were first opened



23 Admission on the large works was free to all. There was no system of selection tried. Distance was not taken into consideration and residence on the works was compulsory.

24 My impression is that in this district a large work of two charges of 5,000 persons each may serve about eight times its population, that is, about 80,000 persons, and an area of about 150 square miles.

There were some people who had wandered more than 20 or 30 miles from their homes, but generally people went about 10 miles away.

26 There was appointed one Civil Officer for each work. In the beginning these officers were chosen from the Collector's establishment. Their pay was ranging from Rs. 40 to Rs. 50 per mensem. They were generally of the position of an Avalkaikūn with Third Class Magisterial powers.

They were not subordinate to the local representatives of the Public Works Department, but they could not keep sufficient control with regard to seeing that measurements were correctly and punctually made.

The orders of Government were followed in all the matters mentioned at the end of paragraph 42b of the Report of the Famine Commission of 1898, viz —

(I) Admission and registration of all applicants for employment.

(II) The classification and treatment of workers and dependants.

(III) The calculation and payment of wages.

(IV) Market arrangements and the supply of food.

(V) Hearing and investigation of complaints.

(VI) Hospital and sanitary arrangements.

(VII) The care of children and infirm persons.

(VIII) The submission of accounts and reports.

My idea is that if these Civil Officers had three or four clerks under them instead of only one, they would have performed their work more satisfactorily.

27. The Civil Officer did not decide which of the prescribed tasks was applicable if any local conditions were met with which affected the application of the prescribed tasks. He only made his suggestions, and the Collector and the Assistants who periodically visited the work would bring the matter to the notice of the Public Works Department.

32 I believe that the system of payment-by-results is unsuited to conditions of acute distress and actual famine. The Dharālas or Kohs are not accustomed to hard or continuous work and they could not earn sufficient to maintain themselves. Many persons were deterred from going to the works on that account. The Dhers, who are accustomed

to work, did not suffer much on account of the system of payment by results. People generally went to the works after they had become enfeebled, and consequently they could not earn sufficient by piece-work.

33 Payment was made weekly in the beginning, and this produced great hardships. It was afterwards ordered that for the first week payment should be made daily. Arrangements were made to give notes on the Bannas to the labourers to sell grain on credit, but they were quite inadequate.

The payments must be made daily. If payment is to be made by results, then the minimum wage may be made daily, and any excess found to have been earned after the measurements are taken should be paid afterwards. This would be a saving of course, but it is advisable to encourage the workers to save by working hard. In task work also the same plan may be followed.

#### *Small Village Works.*

50. The small village works were opened after the rains commenced, and they were intended to induce persons to leave the large works and to be near their own villages, so as to be able to commence agricultural operations at the proper time.

51 They included tank excavation and road-repairing works.

52 They were conducted under the supervision of the Civil Agency by direct management, but a *Panch* was nominated for the general inspection of the work and payments.

53 The system was pure piece-work with a maximum for men, women and children.

The following Circular by the Collector, No 6448 of 4th August 1900, will give a full idea of the system —

#### “AMENDED CIRCULAR

No F-6448 of 1900.

*Camp Kakra, 4th August 1900*

#### *Small Relief Works*

1 These works shall be in the charge of the Mamlatdar, and each of them must be visited once a week by that officer or the Famine or Tagavi Aval-karkun as may be arranged between them. A visitor's book should be kept at each work in which the date of each visit of an inspecting officer shall be entered in his own writing.

2 The work shall be set out and measured by the overseer and payments, which will generally be weekly, shall be made in his presence or in that of the Mamlatdar or an Aval-karkun or of a *Panch* as described in the next rule.

3 In such of the villages in which a small work has been sanctioned, as the Mamlatdar may consider fit, a *Panch* should be nominated by him for the general inspection of the work and payments. The Patel should always be a

member of this *Panch*, and three or four influential inhabitants, who take an interest in the matter, should be associated with him. The services of Local Board members should also be enlisted.

4 The daily muster will be kept by the muster *kárkún* and the bill made by him under the direction of the overseer.

5 The bill will be cashed at the *Táluka* Treasury against a special grant received for the purpose, and payments should be punctually made.

6 Payments should be for the week ending on Wednesday, and the overseer should so arrange the days of measurement and payment that he will be able to attend each of the works in his charge.

7 A return in Famine Form 15 for each work must be submitted by the *Mámlatdár* to the Collector so as to reach him every Monday at latest. A copy should be sent to the Assistant or Deputy Collector in charge of the *táluka*.

8 The *Mámlatdár* should arrange for daily information as to the numbers on each work, and the Assistant or Deputy Collector should be informed at once of any serious increase in the numbers on any particular works.

9 There will be no allowance for dependants, and no kitchen and no Sunday wage. Sunday should be observed as a day of rest on all works.

10 The system shall be pure piece-work, with a maximum as follows.—

	A	p
Men	1	9
Women ...	1	6
Children .	1	0

No person is to be paid over the maximum, however much work he does. There will be no minimum. The rate per 100 cubic feet should be in accordance with the table hereto appended.

11 Family gangs should be allowed, but payment should be made to each individual separately and all names should appear in muster.

The officer superintending the payment, or the *Talati* if the payment be supervised by the village *Panch*, should report weekly to the *Mámlatdár* the details of the wages actually earned by the labourers, showing what proportion earned the maximum wage and what were the earnings of the others. These figures should be communicated weekly to the Assistant or Deputy Collector.

12 The *Mámlatdár* should take steps to let it be known on the large relief works that these small works have been opened, but that the rates of pay are lower and there is no provision for dependants.

13 It is to be understood that these works are not opened for the people in that village only in which the tank is situated. All persons from neighbouring villages must be admitted. Should it come to the notice of the Collector that persons are excluded in disobedience to this rule the work will be moved to another village.

14 There will be one overseer for every three works in a *táluka*. The establishment on each work will be—

1 *mukádam* on Rs. 12 per mensem.

1 *kárkún* on Rs. 10 per mensem for every 500 workers.

1 gang *mukádam* at Annas 3 per diem for every gang of 50.

15 The rates in the appended table may be increased on any work by an amount not exceeding 25 per cent at the discretion of the Assistant or Deputy Collector in charge of

the taluka. If that officer considers that a minimum wage should be prescribed for any work he should report the fact and his reason to the Collector

(Signed) H O QUIN,  
Collector of Kara

To

The Assistants and Deputy Collectors,  
in charge of Talukás,  
The Mamlatdars, Famine and Tagávi Aval-kárkúns "

*Piece-work rates for Civil Agency Works.*

Reduced lead, Lead 10 times lift	Farth, Ordinary	Hard Earth (soft murair )
	As p	As. p
30	3 3	3 9
100	4 0	4 9
150	5 0	5 6
200	6 3	6 6
300	7 3	8 6
400	9 6	10 0
500	11 3	11 9

	As	p.
Maximum earning in week, Man	10	6
Woman	9	0
Child	6	0

56 There was no system of selection for giving relief on these works.

57 Large public and small village works were not close to each other.

58 Small village relief works are advisable in the beginning, but they should not be made too attractive. After a certain period, say two months, these small works should be closed and the people left to go to the large works. The experience of the small works will remove all doubts in the minds of the people and they will readily go to the large works instead of remaining in the village in a desponding mood.

*Special Relief.*

59. There are no aboriginal tribes in this district

60 There is no forest in this district and no fodder works were opened here.

61. No.

62 It was not found necessary to relieve the artizan or weaving classes. The weaving industry had already declined owing to the competition of the machine-made cloths, and the Dhers who formed the bulk of the weavers had betaken themselves to manual labour. These Dhers had been freely coming to the works. The Missionaries gave work to the Dher weavers.

63 These people, the Dheis,<sup>7</sup> sought relief on ordinary relief works without hesitation and they were not physically unfit for ordinary labour

65. Cattle camps were opened, one at Nadiád and the other at Umreth, and grass was supplied at special reduced rates to poor cultivators. The preliminary expenses were defrayed out of a subscription raised among the people and the other expenses were defrayed by Government. This camp did much better work than the one at Nadiád. It undertook to maintain the cattle of the people at very cheap rates, Rs 3 and Rs 5 a month. About 300 head of bullocks and buffaloes were thus kept alive

66. Grass depôts were opened and arrangements were made to import compressed grass from the Central Provinces and elsewhere. The grass was supplied at the rate of Rs 10 per 1,000 lbs to *bonâ fide* cultivators, and no one was given more than 500 lbs at a time. Subsequently the rate was reduced to Rs 2, the difference of Rs 8 having been paid by the Charity Committee. The sale of cheap grass assisted greatly the people in keeping their useful animals alive. It was to be regretted that the railways were not able to bring in sufficient quantities.

#### *Gratuitous Relief*

67 Dependants on large works were fed in kitchens attached to them with cooked food.

There were no kitchens attached to small works, but all the destitute and weak persons were admitted to the village kitchens or were given gratuitous doles of uncooked food.

68. Distribution of grain doles was chosen in the outset and was substituted by kitchens when the rains commenced. In the beginning it was thought that the village kitchens would not be properly managed and the distribution of grain would be preferred by the people. Afterwards endeavours were made to work the village kitchen system, it having been feared that the elder relatives must have been depriving the young children of a portion of the grain given to them as dole.

69 Distribution of village relief was confined to persons mentioned in paragraph 141 of the Report of the Famine Commission of 1880, except during the rains when those persons who were engaged in agricultural operations, but who had nothing to maintain themselves, were given gratuitous relief in the shape of grain dole.

The persons receiving gratuitous relief were selected by the village officials in the beginning, and the Circle Inspectors and other officers enquired into the case of every one of them. They also enquired by visiting the houses if any persons deserving of relief were left out.

70 There were poor-houses at Kapadvanj, Nadiád, A'nand, Umreth and Thásra. They were opened at Kapadvanj on 3rd November 1899, at Nadiád on 16th December 1899, at A'nand on 28th October 1899,

at Thásra in January 1900 and at Umreth on 30th March 1900. Umreth is a large town of about 16,000 people in the taluka of A'nand, and at first it was arranged that all the poor wandering people should be collected by the Municipal establishment and sent down to A'nand by rail. Arrangements were made to treat medically and feed those who were not in a fit state to be taken to A'nand, when distress deepened and it was found that large numbers were coming into Umreth, it was thought necessary to open a separate poor-house at Umreth.

When the kitchen—attached to the large public work at Mahudha, a town in Nadiád Taluka—was closed, a poor-house was opened at that place on October 16th, 1900.

The people who came to these poor-houses were almost wholly Kolis or Dharálas, as they are called in this district. They are mostly petty cultivators and are agricultural labourers.

The numbers were generally large and at one time in Kapadvanj they went up to 2,000. Generally the numbers were between 500 and 1,000 during the height of the famine.

71 The poor-houses were not used as depôts for vagrants or immigrants, but such people, if they were in a reduced condition, were kept in the poor-houses, or if they were able to do work were fed for the day and sent away to the works.

No one who refused to work on relief works was sent to a poor-house as a punishment.

72 Measures were taken periodically to weed out the poor-houses and to send the people to the relief works. The Hospital Assistant and the Superintendent had to ascertain daily the persons who were become able to work, such people were sent in charge of two or three peons sometimes daily, sometimes at intervals of 4 or 5 days, to the relief works. Many of them would run away instead of going to the work.

73 There were no kitchens before the rains broke, but after the rains broke there were 29 kitchens opened in Nadiád Taluka only, consisting of 99 villages. The kitchens were expected to serve a radius of three or four miles, but no person was to be forced to go over more than two miles.

74 The same ration as was given at the poor-houses was given at the kitchens, rice being the cheapest grain was given.

The meals were distributed once in the morning and once in the evening.

The people were compelled to feed on the premises.

75 There was no limit of distance from relief work fixed within which civil kitchens could not be opened, but generally they were not opened in the vicinity of relief works.

76 The people who would be entitled to gratuitous relief and who were able to walk some distance were admitted to the kitchens. The village

officials and the village *Panch* selected the persons that could get this relief. The Circle Inspectors and the other officials had to see that only the proper persons were admitted and that no persons were left out.

77. The poor-house ration was in accordance with that laid down in paragraph 105 (c), namely —

Items	Adults	CHILDREN	
		Age 8 to 12 years	Under 8 years
	Oz	Oz	Oz
Grain ..	16	9	7
Other Items { Dal ...	2½	1	1
{ Salt . . . . .	½	⅓	⅓
{ Ghl . . . . .	¼	¼	¼
{ Condiments and vegetables	1	½	½

By subsequent orders the scale was changed as follows for adults :—

	Oz
Grain ..	15
Dál . . . . .	2
Salt . . . . .	½
Ghl . . . . .	½
Condiments and vegetables .	½

Báiri was in the beginning given as grain, but as the imported rice was cheaper that was subsequently given. As ghl was dearer, *tál* or sesamum oil was given.

It was of course varied to meet the case of sickness and weakness.

78 At first the village headman and the accountant drew up the gratuitous relief lists, afterwards this duty was assigned to the Circle Inspectors as it was found that the village officials were not discriminate enough. In April and May, when the distress became more acute, the village officials were allowed to admit persons to dole. The Circle Inspectors visited each village once a week and checked the lists, by inspecting the recipients. The Mámlatdár and the Famine Aval-kárkún and the Sub-Divisional Officer also inspected the recipients when they visited the villages.

97 Payment was made in (a) grain, (b) daily and (c) at the *chowra* or at the shop of the grain dealer, except in the case of those unable to move out of their houses, when the dole was given to a near relative who had been looking after the recipient, and the village officials satisfied themselves that those persons got their proper quantity.

80. Those persons who were very respectable and who could not be supplied with any work to do at their houses were given gratuitous relief. Some Mahomedan women in a few villages were so relieved. It was found that it would not be profitable to give them cotton to spin. (Section 150 of the Bombay Famine Code)

During the cultivating season the persons actually employed in agricultural operations and who had no means to maintain themselves were given gratuitous dole until the harvest was reaped.

81. Generally persons of the Pátádái caste, that is Kunbi caste, were employed as cooks. The Dhárálás or Kohs would eat the food cooked by them, while a Kunbi would not eat food cooked by Dhárálás. Where there were Mahomedan recipients, there were Mahomedan cooks employed as well as the Kunbi cooks.

82. There was a káikún specially employed for each of the kitchens, and the Village Patel and the accountant and a *Panch*, consisting of five or six leading persons, were appointed to supervise the working.

The Circle Inspectors and the Mámлатdái and the Famine Aval-káikún and the Sub-Divisional Officer checked the management.

83. Cheap grain shops were opened in Nadiád, Anand, Umreth and Kapadvanj towns out of private subscriptions. They were managed by the people themselves, who regulated the prices according to necessities of the time. Generally Dhárálás and Musalmans took advantage of these shops, no one was given more than a certain quantity in a day. These shops ceased to exist after two or three months owing to want of funds.

This form of relief was successful in a way, but it must have prevented some people from resorting to our works in time. The Kohs would sell bundles of coarse grass or grass roots and bundles of firewood in towns, getting about half an anna or thereabouts, and purchased the grain from the cheap shop. This grain was not quite sufficient to maintain the person and his children, and they began to lose condition.

The cost cannot be ascertained at present, but one person at Kapadvanj spent about Rs 5,000, and a widow at Mátar also the same amount.

84. The chief grain shops did not in any way interfere with the course of grain trade and did not affect the general prices.

#### *Suspensions and Remissions of Land Revenue.*

85. There have been no final orders passed as yet regarding the remissions, but enquiries are in progress.



The arrears of revenue up to 25th July 1900 were as follow —

Item	Nadiád Táluka	Anand Táluka	Thásra Táluka	Kapadvanj Táluka
	Rs	Rs	Rs	Rs
Land Revenue to be collected	3,84,522	4,18,523	2,17,312	1,57,914
Arrears	1,88,277	1,76,597	1,55,222	1,24,971

The Nadiád and A'nand Tálukas contain a large number of very rich peasantry from whom we could recover without any great hardship.

86 The general capacity of the individual to pay has been taken into account

The Patel and the village accountant furnished information in prescribed statements regarding the ability of each individual and the Mámlatdárs scrutinized the statements and passed them on to the Sub-Divisional Officers

87. Suspensions and remissions are determined after the collection of revenue began, but no compulsory process was resorted to without orders from the Sub-Divisional Officers in each case.

89. There was no hardship felt by any people on account of our measures to recover the revenue, and at the same time there was no undue leniency shown

#### *General.*

90. The number on relief, including those employed on works and those getting gratuitous relief, was at one time above 15 per cent of the total population of the district. Most of them were Dhárálás, that is Kolis, who were petty cultivators and who were at all times an unthrifty people, that had no savings to fall back upon. The Patidars or Kunbis had not to come to the relief works as they could pull on by means of their savings. The land is generally fertile, but the Dhárálá cultivator spends almost wholly what he earns in marriage festivities and more upon after-death caste dinners.

91 Relief in this district was at no time excessive. It may be said that it was rather defective because people were not paid daily.

There were several persons who complained that they could not live upon the relief works as they could not get anything for eight days. The Circle Inspectors and other officials daily received such complaints. When the Dákor tank excavation work was opened in March and when daily payments were made there for the first week after the arrival of the workers, the people came there in thousands.

The gratuitous relief was neither defective nor excessive. There might have been some abuses, but our supervision was very close.

92 The people who came to the relief works and who were gratuitously relieved belonged to the class of State rayats and labourers.

93 There were no famines formerly and no comparison can be made as regards the willingness of the people to come to the works

94 There was a contraction of private credit so far as the money-lenders had themselves not much capital to advance and so far as the constituents were become hopelessly insolvent. The people were not reluctant to exhaust their own resources. On the contrary they sold away their everything, including the doors of their houses and tiles and thatching of roofs

95 The tests of the Code are sufficient fully to prevent persons not in need of relief from seeking it

96 No reply is necessary to this as the tests are quite sufficient.

97 The village headman or Police Patel is responsible for registering births and deaths in the Village Form No 11, and the head accountant has also been ordered to see that all the deaths and births are registered. During the famine they had to go to the outskirts of the villages and the roads to see if any person had not died there

On the works the Special Civil Officer registered the deaths

98 Special enquiries were ordered by the Collector to be made in villages visited by the Mámlatdars regarding the causes of deaths. Generally it was found that the condition of the people had deteriorated owing to unsuitable food as the Burmah rice and owing to insufficiency of food on account of straitened circumstances. Government have made enquiries about the suitability or otherwise of the Burmah rice and have concluded that it is not unhealthy, but the people have a different opinion. My own impression is that generally, if properly washed and cooked, it is easily digestible, but with particular constitutions and stomachs accustomed to millets, rice did not agree and caused diarrhoea

99. The water-supply was on the whole sufficient and good, and did not affect the mortality.

Potassium permanganate was used, after the outbreak of cholera, on 16th April 1900 at Dakor, in every village to disinfect all drinking wells. In cholera-infected villages the wells were disinfected every third or fourth day, in other places they were disinfected once a week in municipal limits, and once in a month or thereabouts in non-infected villages.

100 On the works places were set aside for natural purposes and bhangis were employed in sufficient numbers to remove and bury the night soil. Drinking wells were guarded on all the works after the first outbreak of cholera, and no one was allowed to draw water except the persons appointed for the purpose. These arrangements were sufficient and the Special Civil Officer supervised them

At the poor-houses the same arrangements were in force under the supervision of the Superintendent and the Mámlatdár

At the kitchens attached to the works there were the same arrangements as for the works

101 There was a regular inspection of the grain shops on the works by the Special Civil Officer assisted by the Hospital Assistant. Generally there was no inferior or unwholesome grain brought there

102 There were no wild products in this district available during the famine. This year there has been a large quantity of *Sáhmá* grass grain collected by the people to supplement their ordinary food

103. There are several Gáikwádí villages close to this district, and naturally people came from there to our works and poor-houses, but the number was not large, not more than 5 per cent.

104 No data have been collected by me.

104 (a) The orphans were sent to the orphanages of the Missionaries at Nadiád and Borsad and Kaira. Several of the orphans were taken away by their relatives

105 No suggestions to make regarding the classification of the objects of the Charitable Relief Fund. They are quite proper and suitable

106 There were no complaints regarding the carriage of grain by railways, but with regard to the carriage of fodder there were any amount of complaints. We ourselves could not get fodder for long periods after they were booked from Central India and from the Thána District for our grass depôts.

107 The Mámlatdárs got information regarding the import and export of grain at the different Railway Stations in the district every week. There were no imports by river or road from outside the district.

The statistics were reliable

More than 80 per cent of the assumed consumption must have been imported from outside. The statistics published in the *Government Gazette* can give an accurate idea

108 There were no complaints from employers of private labour

109 No change in the character of the crops sown of late years.

110 Wages are paid both in cash and in gram, but the wages are calculated generally in money.

The cash wages have gone down during the famine, even though the prices rose greatly

113 The Missionaries assisted in the distribution of charitable relief and also some of the native gentlemen of large towns

During the present state of society it is not easy to avail ourselves of the services of the non-officials in the administration of Government relief except

in the distribution of gratuitous relief, where the *Panch* people were a kind of silent check over the village officers

114. The number of people who really required relief were deterred from going to the works by the payment by results system. Many people who had been unable to earn sufficient owing to several causes—physical weakness which could not be detected by a physician even, and inability to work continuously—suffered in health and were removed to the hospitals where they generally died. This fact deterred many from going to works

115. Family life was not disorganized on account of the massing of people on large works.

BAHMANJI E. MODI,  
District Deputy Collector, Kaira.



*The President* —What district do you come to give evidence for?

A —Borsad in the Kairi district

Q —Only for the Borsad *taluka*?

A —Yes

Q —Is your mission stationed there?

A —Yes

Q —Were you there in the autumn of 1899?

A —Yes

Q —Have you a large flock in the villages?

A —Fairly large, there are over 3,000 Christians scattered among the villages.

Q —So that you have been kept fairly informed of the progress of events?

A —Fairly well

Q —When did you first hear from your people about the crop failure?

A —About the end of August or beginning of September.

Q —About that time did you go on tour to see your people?

A —Yes, I went round a great part of the district about that time?

Q —Did you satisfy yourself that the failure was very great?

A —I was certain that the failure was great

Q —And that the people were practically without any food?

A —Part of the population

Q —What class of the people became first actually famine-stricken?

A —The class known as the *daralas* or *kolies*

Q —You commenced to give them help at the end of August?

A —Yes

Q —Were they Christians to whom you gave help at the end of August cultivators?

A —Yes Some of them were cultivators, and some weavers

Q —And those people first felt the pinch Do they in ordinary years live from hand to mouth?

A —Some of them do and some of them are fairly well off

Q —When did they begin to feel the pinch?

A —I should say about the end of August

Q —By the end of August they had something to go on with?

A —They brought in wood and sold it

Q —When did you first see signs of actual starvation?

A —I think in September I first saw signs of starvation

Q —Among these classes?

A —Yes, among the *daralas* particularly

Q —By the end of October and the beginning of November was the distress widespread?

A —Yes, it was fairly widespread

Q —Amongst your people?

A —Amongst the native part of the population

Q —Were people beginning to die of starvation at that time?

A —Not so many at that time but later on

Q —About what time did people begin to die of starvation?

A —I think it was at the end of the month of December, there was a great increase of distress

Q —In the month of December people began to die of starvation?

A —I could not say when they began to die of starvation

Q —In the month of December did people appear to you to be in a very emaciated condition?

A —Not all

Q —So that the existence of distress was quite appreciable in December?

A —Oh yes, the distress began to be seen in December

Q —At that time, had the Government relief been begun in the part of the country with which you are familiar?

A —Government relief began in October I think

Q —Had Government relief in the villages been begun in December—the time when the pressure was unmistakable?

A —I could not say anything about that

Q —In January was the pressure much greater than in December?

A —Yes

Q —And in February greater than in January?

A —Yes, I think so

Q —When did you begin to see people lying about the road dying?

A —I saw people dying on the road sides in January, but not very many.

Q —In your opinion did the Government relief measures keep pace with the extent of distress?

A —I think they did.

Q—In your neighbourhood?

A—I think so

Q—In the Kaira district there were 7 per cent on gratuitous relief, up to the end of January in the villages—and 17 per cent. on works. Do you think that that measure of relief in your neighbourhood was sufficient?

A—The works were there, but the people did not come to them.

Q—What was the reason people did not come?

A—One reason was that they were not accustomed to relief works

Q—Of course you went amongst the people and you heard them speak—what did they say about the relief works?

A—I advised them to go to the relief works, but they were not willing

Q—And afterwards was their unwillingness overcome?

A—Yes

Q—Did you think that more people would have gone to the relief works if the relief works had been more numerous and nearer their homes?

A—I think certainly more people would have gone

Q—At that time in January and February do you think that sufficient people were put upon the village dole?

A—I could not say, the people were supposed to go to the relief works at that time, &c those who could, and those who could not were supposed to go to poorhouses

Q—Were there many poorhouses started in your villages?

A—We had a poorhouse

Q—Was there the feeling that persons who could not go to the works should go to the poorhouses?

A—Yes, I think so

Q—Was that the feeling amongst the native officials or was that the feeling amongst the people themselves?

A—Amongst the people themselves.

Q—Was there much disinclination to be brought on the village doles?

A—Not amongst the poor classes

Q—Did it occur to you that the village officers in distributing and drawing out the village lists might with advantage have associated themselves with the respectable people in the village. Did you notice any defect in the administration of the village dole in that direction?

A—No, not at that time, there was very little dole

Q—Did you later?

A—No, I do not think, I did

Q—What I mean to say do you think the administration might have been more successful if it had taken the native people into confidence?

A—Not unless it could have got most trustworthy men.

Q—Do you think trustworthy men could be got in these villages?

A—Perhaps a few trustworthy men could be got in the villages

Q—Do you think more might have been done than was done in that direction?

A—That I could not say

Q—At that time you say the village dole was not largely extended—what time do you refer to?

A—From November to March

Q—Do you think that many lives would have been saved if the rules regulating the village doles had been more liberal?

A—I think more lives might have been saved

Q—If people do not go to works at a distance the only thing is to bring the works near them

A—Yes

Q—Do you think a liberal administration of the village dole system would have demoralized the people and would have prevented the able-bodied from going to works?

A—I think to a certain extent it would have demoralized the people

Q—Which do you think, looking back on it now, Mr Henderson, which would have been the greater evil, the loss of life or the possible demoralization?

A—I think all able-bodied might do some work, they should not in any case be fed at Government expense

Q—Do you think that the danger of such demoralization as would prevent the able-bodied from going to works was so certain as to make it better to run the risk of losing life than incurring the risk of demoralization?

A—I think there were a good many of the *dawalas* who were unwilling to go to the works first of all

Q—Well, the administration later on became more generous and more people came upon the works at the height of the famine, in May you had 12 per cent of the population in receipt of relief one way or other, and in June you had 16 per cent. Do you think that the relief distribution in the tract of country in the height of the famine sufficiently liberal for all reasonable purposes, or might it have been with advantage more liberal?

A—I think it was fairly liberal in May and June

Q—Did you, going about the villages, hear any complaints about the management of relief works?

A—Sometimes of course one hears complaints.

Q—Had you any opportunity of verifying these complaints?

A—I had not very many opportunities of verifying at the beginning when the works first started, I had some complaints and on investigation I found they were groundless. Some were groundless others were not. About the non-payment I found they did not finish their task and they were not paid.

Q—Did the task seem to you to be a fair and reasonable task?

A—On the whole I think the task was fair enough. In some cases I think where the soil was very hard it was not fair.

Q—But on the whole do you think it was fair?

A—Yes.

Q—What is the general feeling regarding the Government relief administration amongst the people?

A—I think on the whole the people approved of the administration.

Q—You think on the whole they were well satisfied?

A—Yes.

Q—There was no feeling that more ought to have been done?

A—I would not say that there is no feeling of that kind.

Q—Is the feeling of that kind amongst the lower classes or amongst the more respectable and educated classes of people?

A—I do not think you would find it amongst the lower classes.

Q—You think there was a feeling that a little more might have been done among the better classes?

A—Yes.

Mr. Nicholson—I believe you have done a good deal of work among weavers?

A—Yes.

Q—Would you tell us what was the system adopted—did you buy or did you make advances on yarns?

A—We made advances on yarns. We gave them a little more than the actual sale price.

Q—Then the total cost of the cloth is little more than the normal value?

A—Yes.

Q—Have you been able to sell at all?

A—Yes, I never had a very large stock, my total expenditure on cloth up to the 10th of January was Rs 4,531.

Q—And you have some stock in hand?

A—Yes.

Q—And the loss was comparatively very immaterial?

A—Yes.

Q—On the whole you have been enabled to keep a certain number of weavers alive at a small cost.

A—I think in my part of the district about 300.

Q—What I want to get at is that it practically cost you nothing?

A—No.

Rao Bahadur Syam Sundar Lal—We have been told by some other witness that the village relief lists were drawn out on an extravagant scale, but they were not brought into effect, do you know anything about these lists?

A—No, I do not know any thing about these lists.

Q—Do you think there is much scope for extension of wells?

A—Yes, I think so.

The President—Those daralas you spoke of are petty cultivators, are they?

A—Yes, nearly all petty cultivators.

Q—Are any of them registered occupants of fields?

A—Yes, some are.

Q—Do you think that these men save from a good year for a bad year?

A—Very few save anything, there are perhaps a few men, but the proportion is very small indeed.

Q—Did it appear to you hard that the punctual payment of Government revenue both in good years and in bad years should be insisted on?

A—Punctual payment is always hard.

Q—You say it is always hard because the Government revenue is too high?

A—One reason is they are not very industrious.

Q—Do you think it would be a very useful measure, when bad years come to treat the people leniently in the matter of recovery of the Government revenue to suspend a portion of demand in a bad year, and recover it in a good year?

A—I think it would be a very good thing.

Q—Did that matter ever occur to you?

A—It occurred to me very often.

Q—Do you think there would be any chance of introducing a system of mutual credit associations amongst the people whereby they might be enabled to borrow money at cheaper rates?

A—I think it would be a very good thing to try agricultural banks in bigger villages in any case.





## Revd ROBERT HENDERSON.

*Answers by Revd Mr Henderson, of the I P Mission, to  
the questions drawn by the Famine Commission.*

1—The outlook in this district when the rains of 1839 commenced was most hopeful. About the middle of June the monsoon set in propitiously and for a time the prospects for the year looked very bright. From the 15th to the 25th of the month 2.79 of rain fell. Shortly after the rain began to fall the people commenced to sow their fields and in a short time most of the cultivable land was sown. Between June 26th and September 9th only 2.4" of rain fell. About the middle of July the young crops which for a week or two looked well began to wither, and when the next fall of rain came only those that had been saved by well irrigation remained. On the 9th of September 2.55 of rain fell in a few hours. With the fall of rain the people's hopes rose afresh and nearly all the farmers purchased seed at a very dear rate and sowed their land a second time. Those hopes were speedily doomed to disappointment as no rain followed that of September 9th and soon the famine was "sore in the land." The harvest of 1897 was a good one, being estimated at 11 annas. The 1898 harvest was fair, being estimated at 9 annas.

2—The kharif sowings were, I believe, fully up to the normal. At the end of the first week in July scarcely any of the land was left unsown. But except where wells were used for irrigation purposes the first sowings all withered up. The total cultivable area of the Borsad Taluka amounts to 95,404 acres 12 guntbas. The average area under cultivation in the monsoon is 90,773 acres. The area irrigated by wells in 1899-1900 was 10,976½ acres, that is, a little more than 12 per cent of the total cultivable area.

3—The average rainfall for the five years 1894-1898 was 39.54 and for the five preceding years 39.31.

The rainfall for the rainy season of 1899 was 5.72, about 14 per cent of the average. No rain fell after the 10th of September. The following table shows the distribution of the rainfall from June to September compared with the average—

Month			Average	Fall in 1899
June.	...	..	6.38	2.79
July	...	...	18.7	0.17
August	.	.	8.47	0.7
September	...	..	6.08	2.69

4—According to the calculation made by the village officers the actual kharif harvest for 1899 did not represent more than 3 per cent of a normal harvest or a normal cultivated area.

5—Of the total population of this district about (a) 30 per cent as petty cultivators, and (b) 9 per cent, as labourers depend exclusively on agriculture.

6-10—Questions 6-10, inclusive, not answered,  
Fam 93-1

11—Here at Borsad private charity was first in the field during the year 1877. When there was scarcity in Gujarāt a famine fund was raised, part of which was left unexpended. In the months of August and September 1899 the balance on hands was used in the following ways —

(1) Giving doles of parched grain to the poor every morning

(2) Providing the absolutely destitute with a meal every day.

(3) Opening cheap grain shops

Cheap grain shops were also opened by several Banias and others, but after a short time these shops were all closed.

12—Though private charity was the first to take the field at Borsad, it did not keep possession of it long. Several attempts were made by the Māmlatdār and the Missionary to start a famine fund in the town, but not a single one of them met with success. No subscriptions were given, no famine fund was raised, and with a few honourable exceptions the people of the town did but little to relieve distress after the balance of the 1877 fund was expended.

14—Irrigation wells can be made all over this district. The average depth of water in the wells on the cessation of the rain of 1899 was about 20 feet. According to figures supplied by the Māmlatdar there were 2,200 wells in existence at the commencement of the famine. During the famine 118 wells were made by Government loans, 36 by Dharalas and 82 by Pātidārs and others. In addition to these other wells were made. Five new wells were taken in hand by the Mission.

The new wells were—

(a) Only partly successful in securing the crop on the ground. In nearly every case the crop had withered up before the well was made. After the well was ready, however, other crops were raised in the adjoining land.

(b) As a permanent improvement they were decidedly successful. A Native gentleman said to me when the famine was at its worst — “If you look around you will see that where there are wells there is no famine.” I think that Government should encourage in every possible way the making of wells. At a certain distance below the surface there is what is practically an inexhaustible supply of water in this district. If there were wells all over the country a deficient rainfall would not cause the suffering and inflict the loss it at present does. I am strongly of opinion that Government could not spend money better than in encouraging the making of wells for irrigation purposes. Steam pumps have been introduced at several places and promise to be successful.

4—As a temporary measure to employ labour they were also most successful. The new wells gave employment to artisans when the famine deprived to a large extent at least of the means of earning their daily bread to carpenters, masons, &c. Then bricks and lime were required and the preparing and burning of these gave work to a great many people. Then the unskilled part of the work—sinking the well, &c—gave employment to a large number of labourers.

15—31, Inclusive, not answered.

32—My experience leads me to agree with the Famine Commission of 1898 that a system of payment by results is unsuited to conditions of acute distress or actual famine. I am of opinion that for some time after the people join the works, especially if they are in a weak condition, they ought

to be dealt with very leniently, but that after they have gained some strength and are able to do a fair day's work payment by results ought as far as possible to be adopted. Relief measures even undertaken in time are not always taken advantage of at once by those who need relief most. Home, though it may not always be "Home sweet Home," is always Home, whether in India or elsewhere, and the people often cling to their homes until they are so weak that they are quite unable to perform the task which payment by result imposes unless the scale is a most liberal one. I think therefore that for a week or two after the famine-stricken join the relief works they should only be made to do such light work as they can easily perform and be paid a daily wage.

33 —Not answered

34 —I think the scale of wages adopted is in most cases adequate. In case of excavations the nature of the soil should always be taken into consideration, as hard soil is much more difficult to dig and therefore involves much more labour than soil of a soft nature. I do not think the workers as a rule, saved upon their earnings. When giving assistance to poor cultivators in the monsoon I used to ask those of them who had been at the relief works, whether they were able to save anything or not, and the answer I got was usually a negative one. Some said that they had saved a rupee or two.

I often visited the large relief camp at Borsad and I always noticed that the workers who had been several months at the camp looked strong and vigorous and happy. Indeed, when the monsoon burst at the end of July some of them were loath to return to their desolate homes, affirming that they were far better off at the relief camp than they could expect to be after they returned to their villages.

35—38 —Not answered

38 —I think that new comers should be paid daily. For those who have been at the works for a time, weekly payments are, I believe, sufficient.

39—58 —Not answered

My experience leads me to think that small village relief works should be extended. I am strongly of opinion that large relief camps like that which existed at Borsad from February to August are not at all desirable if they could possibly be avoided, and my reasons for that opinion are as follows —

- (1) Efficient supervision is difficult
- (2) Proper sanitary arrangements are hard to make
- (3) Abuses are not easily prevented
- (4) Frauds cannot easily be detected
- (5) Crowding a great many people in a square mile or so causes a great deal of sickness

A small relief camp has many things to recommend it. It admits of stricter supervision, better sanitary arrangements, it gives less scope for abuses and fraud, it is less likely to breed disease.

59—62 —Not answered

63.—Whilst no special measures were taken by Government to relieve artisans, our Mission (The Irish Presbyterian) gave relief to weavers and others. On an average we kept more than 200 looms employed in this district during the

whole of the famine, and relieved in this way some 1,350 individuals (men women and children) The Revd R Boyd, our Missionary at A'nand, kept over 120 looms at work

Then we got several buildings erected, about 700,000 bricks and 400,000 tiles made and about 10,000 maunds of lime burnt, and 5 new wells built and one that had been partly built before completed All this work gave employment to a great many artisans, carpenters, masons, brick-makers and tile-makers From a calculation which I have made I find that about 1,000 individuals were relieved in this way during several of the worst months of the famine.

64—Artisans like carpenters and masons show a decided reluctance to go on ordinary relief works, and weavers certainly prefer to remain at home

I do not think that artisans as a rule are unfit for ordinary labour, but the better class of artisans are ashamed to go to the relief camp A great many of those who weave in this district work occasionally as labourers, and I think that, with the exception of the old and infirm, most of them are fit for ordinary labour and could do the work that has usually to be done at a relief camp

65—Whilst I am of opinion that artisans (weavers, &c) are fit for and *could* do ordinary labour if they so desired, I am also of opinion that special measures should, if possible, be taken to relieve them in their own crafts The relief measures undertaken by us in this district were, I think, successful from the point of view of (a) relief, (b) economy. Let us take weaving In September 1899 I commenced to supply weavers with yarn Since then I have spent in yarn and wages Rs 45,115 7 0 and have received Rs 41,182-14-8 for the material disposed of The balance against the account is only apparent as outstanding accounts and the cloth and yarn still in stock fully cover the balance due The relief given to weavers has extended over a period of 15 months and during that time about 1,300 individuals have been relieved I think that for weavers this is the best and most economical form of relief It enables the people to remain at their homes, and if conducted properly, it costs scarcely anything but the labour and trouble involved

I am strongly of opinion that more might be done under direct official control, or with official assistance, to relieve artisans in their own trades

66—76—Not answered

77—Gratuitous relief was given to the respectable poor The Taluka Relief Committee dealt with such cases and it was on their recommendation that relief was given

78 and 79—Not answered

80—Cheap grain shops were not opened by Government, but at the commencement of the famine several shops of this description were opened at Borsad

Early in the year I opened shops at Khadhina and Borarda, where rice and maize were sold at a cheap rate Of the ship-load of maize sent out from America by Dr Klopit, of the New York Christian Herald, nearly 150 tons were assigned to me At six centres the maize was—

- (1) either sold to the poor at a cheap rate, or
- (2) given free to the absolutely destitute

The price charged was Rs  $1\frac{1}{2}$  per maund of 40 lbs. This maize proved a great boon to the poor, especially in the monsoon after their return from the relief works.

Only those who were known to be poor or who brought a note from the Mukhi or Talati or some respectable person residing in their village were given grain at the cheap rate. This form of relief was, I think, most successful. It cost about 1 pice per lb when the grain sold had to be purchased at the usual market rate.

I do not think that cheap grain shops discouraged in any way the importation of grain or affected general prices. They were not conducted on a large enough scale to affect to any appreciable extent the general trade in grain.

82—86 —Not answered

87 —The number of persons in this district in receipt of relief exceeded 15 per cent of the population affected for several months. This is to be accounted for—

(1) by the intensity of the distress,

(2) by the monsoon holding off,

(3) by the presence at the relief camps of many individuals belonging to villages of the Baroda and Cambay States. The workers at the Borsad Relief Camp included individuals from almost every Baroda State village in the district and also a number of people from villages of the Cambay State.

88—90 —Not answered

91 —There is no doubt but that there was a very considerable contraction of private credit during the famine. Those who had money to lend would only lend it on unexceptionable security. Many of the Banias, the chief money lenders, had no money to lend. For a time it was well-nigh impossible even for respectable farmers to borrow money. I believe that in most cases the people exhausted all their own resources before accepting State relief. Many of them sold their ornaments, their cooking vessels, in some cases the doors and tiles of their houses, before hunger forced them to set out for the relief works. The following commodities which the famine compelled their owners to sell have been purchased by me —

(1) cats, (2) cooking vessels, (3) tiles, (4) doors of houses (5) old bricks, (6) old beams, (7) land, &c

In some cases the people clung so long to their own homes that they became so emaciated and weakened by hunger that it was impossible to save them.

92 —Yes

93 and 94 —Not answered.

95 —For a time there was a high mortality in this district. There is little doubt but that it was attributable in part to unsuitable or insufficient food.

96 —During the time cholera was prevalent most of the wells must have become infected as the disease was to be found everywhere. But otherwise the water-supply in most parts of the district was both good and sufficient. During the cholera epidemic the wells near Borsad were all disinfected with permanganate of potash once a week. What was done to disinfect the village wells I do not know.

97—101 —Not answered

102 —The orphans not taken charge of at the end of the famine by relatives, friends or caste-fellows were received by us and admitted into our orphanages here.

103—Not answered

104—A great many complaints were made regarding the inability of the Railways to keep pace with the fodder traffic. Many farmers went to Surat and the neighbouring towns to buy fodder for their cattle, but in most cases they had to stay two or three weeks at the place before getting a waggon.

It was thought that a waggon could be secured only in one of two ways—

(1) A recommendation from some person who knew the Station Master

(2) A bribe to the Station Master, porters, &c

With regard to the grain traffic I never heard any complaints.

105—During the famine, very few employers of private labour were to be found. After the rain commenced to fall the farmers here found it difficult for a time to obtain the labourers they needed for weeding their fields, &c. The difficulty was, however, speedily removed as Mr Fisher, the Civil Officer in charge of the relief camp, called all the employers of private labour together and told them to choose out of the relief workers those who usually worked for them in other years. This not only gave the farmers the labourers they needed but lessened the number of relief workers very considerably.

106—111—Not answered

Yes, I think so. Of course any relief camp, large or small, tends to disorganize family life, to weaken social restraints and relax moral ties. To criticise is very easy, to suggest remedies is very difficult. I am of opinion that small works, where practicable, are preferable to large ones and the only suggestion I would make is, have smaller works with stricter supervision.

As one outside official circles I cannot close without referring to the good work done throughout the famine by the Government officers responsible for carrying out the relief measures in this district. They one and all worked not only heartily but sympathetically and they have, as I can testify, earned the gratitude of those for whose benefit they unceasingly laboured.

MISSION HOUSE, BORSAD } ROBERT HENDERSON,  
Dated 15th January 1901 } Irish Presbyterian Mission

*The President*—How long were you in Broach?

A—From April to October 1900

Q—And how long have you been in the Pane's Mahals?

A—From the middle of October last

Q—Where were you in September 1899?

A—In Thana, acting Collector

Q—And in April you were acting Collector of Broach?

A—Assistant Collector

Q—Who was the Collector?

A—Mr Panse

Q—What were your duties? Had you any special functions in connection with the famine?

A—I was Assistant Collector in charge of three *talukas* and I was in famine charge of two of these three *talukas*—Jambusar and Amod

Q—When you got to Broach to take charge of these *talukas* you found the famine was general?

A—Yes

Q—How many relief works did you find in operation in those two *talukas*?

A—Three in Jambusar and three in Amod

Q—How many people were on those six works in April?

A—I could not say that from memory

Q—About 10,000?

A—Much more than that

Q—Twenty?

A—Thirty thousand

Q—How many *talukas* are there in the whole district?

A—Four *talukas*

Q—Were those two *talukas* the most distressed in the district?

A—I did not see the others. I believed Jambusar to be the most distressed

Q—What was the Public Works organization in those six works? Were the works under a Public Works official?

A—Yes

Q—Of what stamp?

A—Generally an Overseer, occasionally a Sub-Overseer, sometimes both Overseer and Sub-Overseer

Q—The Overseer—could you tell me what his pay was?

A—The regular permanent servant used to get from Rs 50 to Rs 70. The temporary ones Rs 100 to Rs 120

Q—Did you see the Overseers in charge?

A—Yes

Q—Did they seem to you to be a responsible, trustworthy stamp of men, or would you wish to have better?

A—I think they were on the whole better than I expected. I think considering their pay they are a very good class of men

Q—These men had the control of anything between 6,000 and 10,000 people?

A—More than 10,000 sometimes

Q—They had the management of the whole work—management of the tasks—management of payments—the sanitary arrangements and everything?

A—Not the sanitary arrangements. The Civil Officer was in charge of that, but he was subordinate to the Public Works

Q—Had you any superior officer?

A—Yes, there was a superior officer in charge of famine works in each *taluk*

Q—A man of the Sub-Engineer class?

A—He was called a temporary Assistant Engineer. He was a European

Q—Were they temporary or were they permanent?

A—The Assistant Engineer was temporary?

Q—Had that temporary Assistant Engineer any previous experience of Engineering work?

A—Yes. He had five years' Indian experience. He had a diploma

Q—You used to visit these works in your *talukas*?

A—Frequently

Q—Did you visit them once a fortnight?

A—On the average, I think, quite that, some of them oftener

Q—On the occasion of your visits you used to go into details,—you used to ask whether there were any complaints?

A—Yes

Q—And were complaints frequently made to you?

A—There were always a great many people who had something to grumble about.



Q—Were there any complaints of a character you thought it right then and there to enquire into?

A—Yes, now and then, but there was not usually a chorus of complaint.

Q.—Enquiring into these complaints did you ever find that the complainants were not being paid in proper time or not receiving proper pay?

A—I do not remember

Q—I only want to know your general opinion whether, in your opinion, these works were fairly conducted?

A—I think they were

Q—And you cannot call to mind any sufficient number of instances in which you found complaints of short payment or of bad measurement, and so on?

A—No, I remember once on enquiring into a complaint of short payment that I found it was simply a case of fining

Q—Did you find that many of them earned the full Famine Code wage or that the majority of them earned less than the Famine Code wage?

A—They were not being offered the full Famine Code wage Government reduced it in Branch

Q—When was it that the wages were reduced?

A—I think the exact date is the 10th of March.

Q—They were reduced under your orders?

A—Under the orders of Government

Q—Not under the orders of any lower authority?

A—No

Q—Were they reduced after reports or after inspections by any superior officer?

3 A—I understand they were reduced after the inspection of the Branch city tank by the Hon'ble Mr Monteath

Q—What reduction was made? Was there a general reduction all round?

A—He fixed a new scale of wages 25 per cent below the Code scale

Q—That was done in March?

A—Yes

Q—When did these orders take effect?

4 A—They took effect from the 10th of March I think the G R is dated in February

Q—I notice at the end of February there were 92,719 people on relief works in Branch besides the numbers on gratuitous relief, and they fell to 60,000 in the following month at the end of March May I infer that this great reduction of 32,000 was owing to these orders?

A—I think so

Q—You joined on what date?

A—18th of April

Q—What was the condition of the people on the works when you joined?

5 A—They were going on working, they were clamouring for a restoration of wage, their condition was poor Especially that of the new-comers

Q—Were those new-comers the people who had gone off on account of the reduction of wage?

A—Some of them

Q—Did you in going through your *talukas* notice any people in a very emaciated or reduced condition in the villages?

A—Certainly

6 Q—When you joined your charge on the 18th April you took a circuit of the works In the course of your tour you came across people who were picking the bark of trees, and so forth?

A—Yes, they used to sell it

Q—And you asked the people what they were doing and they told you they had left the works owing to the reduction of wages whereby they could not earn more than three pice At what rate was grain selling then?

A—At that time it must have been selling at 16lbs

Q—Did you notice the emaciated condition of the people on the works? Did you report the fact to your Collector?

A—No, my predecessor had just submitted a series of three reports That was the first thing he showed me, and they had gone up for orders

Q—What was the general nature of those reports?

A—Speaking briefly that we were killing the people

Q—Who was the officer?

A—Mr Painter

Q—Taking the facts as you saw them on the tank works, did you consider that expression a justifiable expression?

A—It was a strong one

Q—Was there a substantial reason for it?

A—I think I might have written it myself

Q—Then having seen that and knowing that the facts had been reported in that way you awaited orders?

A—Yes, I knew that the Collector had submitted a report recommending restoration of the wage

Q—Was the wage restored ?  
A—Yes  
Q—How soon  
A—It came into effect on the 26th April  
Q—Had it the effect of increasing the number on the works?  
A—Yes, immediately  
Q—In March you had a fall from 92,000 to 60,000 and during May there was a further fall to 42,000. What was that due to?  
A—That was due to cholera  
Q—Well, was there a slight increase in April owing to the restoration of the old scale of wage?  
A—A distinct increase  
Q—Then came on the month of May with its cholera, and there was a very great decrease?  
A—Yes  
Q—Where did these people go to?  
A—A great many of them died on the roads  
Q—Did they die on the roadside from cholera?  
A—Yes  
Q—You did not make any attempt I suppose to split up the labourers to draft them to other places?  
A—That was what we did at first.  
Q—You endeavoured to draft the people?  
A—Yes, and then I went to Broach to get the Collector's sanction  
Q—You had to get the sanction in order to clear all the cholera camps and open another work. Do you mean to say you did not consider that you had the absolute power to take the things in your own hands in such a position as that?  
A—I had not the power under the Famine Code, but I wanted to do it. But we destroyed and burnt the cholera hospital, and then I left the Assistant Engineer doing that and rode into Broach to get the Collector's sanction  
Q—Some days passed in that?  
A—No, I went and came back in one day  
Q—Did you manage to get the people on to other works?  
A—Yes  
Q—It comes to this, that on the particular work at which you and the Assistant Engineer were and in which cholera broke out you managed to remove that work?  
A—We also kept the old work going  
Q—Then some were removed and some were not?  
A—Some stayed. Some preferred to stay  
Q—Well, the Public Works business went on, I suppose, very much in the same way up till the rains? You had more than five charges up till the rains?  
A—Five relief works  
Q—Your Public Works jumped up in June and then diminished in July when the rain came? Was the increase in June due both to the restoration of the Code task wage and to the increase of pressure of distress?  
A—I should say that it was due to the disappearance of cholera.  
Q—How many villages have you in the Broach district?  
A—I cannot say, but in Jambusar we had about 70 or 80. In Amod 50  
Q—When you first took charge did you find your village gratuitous relief established in every village?  
A—I think so. There may have been one or two very small ones without it  
Q—But you can say that it was generally established?  
A—Yes  
Q—Had you poorhouses in your two talukas?  
A—One in each  
Q—Did you use them as depôts to receive wanderers, or did you use them as regular residential poorhouses?  
A—People did not care to stay in them as a rule. They begged about the town  
Q—Were they used as a regular part of your relief organization for the district or as a place for receiving wanderers and strays?  
A—I understood it was a part of the regular organization the idea being, as I understand it, that people who would not go to the works should be sent to the poorhouses  
Q—I notice your mortality figures to be, comparatively speaking, moderate except in May and that was, I suppose, on account of cholera?  
A—Yes, but the figures of cholera deaths do not represent the real number of deaths from cholera  
Q—Were you troubled with immigrants on your works?  
A—Just before I came several thousands of them had been deported  
Q—Have you any idea what proportion of your mortality was due to the death of immigrants who came in an emaciated condition from the neighbouring states?  
A—No  
Q—On any particular works did you make a census with a view to distinguishing immigrants?  
A—A census was made before I came before they were deported.

Q—Were they deported from all the works or from any particular work ?

A—All the Amod works

Q—What was the total number of labourers on your works when the census was made ?

A—I could not give you that But the number of those deported is rather surprising

Q—Can you give me the numbers that were deported and the numbers on works ?

9 A—I think about 4,000 were deported from the Amod works

Q—There were two works in Amod out of the five in the two talukas, and there were 30,000 people on the five works how many were on the two Amod works ?

A—I think there were about 12,000

Q—Do you think that relief in the parts of the district with which you are specially acquainted was overdone, or was it insufficient, or was it sufficient ?

A—It was overdone in one direction and it was insufficient in other directions in my opinion

Q—Would you mention in what direction it was overdone and in what it was insufficient ?

A—It was overdone in this way, that we had a number of people on relief who were not fit for relief, and on the other hand we had another class of people—cultivators—who were proud and would not come on the works before being at the end of their resources

Q—And it was underdone in another way ?

A—I think the Code wage scale was too low for people whose standard of living was high

Q—Now, what improvements does your experience suggest to you if you had to begin over again ? In the early stage, say, before January, what additional measures would you have taken ?

A—I should have begun with small works and I would have paid by results

Q—Would you have attached any kitchens for children and dependants ?

A—Certainly not

Q—On these small works would you have given a higher scale of wage, than that prescribed by the Code ?

A—Yes

Q—In the early stages of the famine you would have begun with small works near the peoples' homes, and these would have been pretty numerous ?

A—Yes

Q—Well, in that stage of the famine, viz., before January, do you think that your village gratuitous relief was susceptible of any further extension than actually occurred, would you alter the categories in the Famine Code of the people who are eligible for village gratuitous relief ?

A—Yes, I think it very necessary that the categories should be extended

Q—Would you be disposed generally to allow to the District Officer and his assistants wider discretion as to the class of people who should be brought upon the dole ?

10 A—Yes

Q—Well, that is up to January, you would advocate a policy of small works near the peoples' homes and a policy of more liberal distribution of the village dole having special reference to people who are required to look after the infirm and also people who in the particular circumstances of your country have cattle to look after Beyond that you would give the Collector of the district general discretion to expand the gratuitous relief list when he thought it desirable to do so Now between January and the rains does your experience suggest to you any improvement, would you continue the policy of small village works or would you organize your Public Works establishment and go in for a policy of large Public Works and if so, up to what period ?

A—I would stick to the small village works in two kinds of districts (1) In an uncivilized district like the Panch Mahals, where you cannot get people to go on to a big work, and (2) in districts like Broach and Surat, where you have an admirable village organization which it would be better to trust

Q—Do you think that a policy of trustfulness in cases like that would repay you ?

A—Most emphatically

Q—Would your policy insist on getting the people back to their villages as soon as the rains broke ?

A—Yes

Q—Taking that as your central point, how would you employ the people ?

A—I would do what we did in Broach and in Gujrat, putting the *bona fide* cultivators on doles and go on employing the landless people on small works

Q—But might not the agricultural labourer refuse to stay on the works ?

A—I am referring only to the people who have nothing to live upon

Q—You would not establish a system of kitchens all over the country and give cooked food to anybody who came ?

A—That would not do, because the *bona fide* cultivator could not go to kitchens

Q—Then regarding suspensions of revenue We have been told that a comparatively large proportion of the cultivating classes are indebted and some of them are poor cultivators cultivating only a small field of four, or five, or six acres Is it your experience that people of that class save from one year so that if in the next year the harvest is bad they can pay the assessment from the saving of the previous year ?

11 A—The small cultivators of four or five acres would not do this.

Q.—What is the area of the average survey field? Will the holder of an average survey field be sufficiently thrifty to pay the assessment of a bad year from his savings in a good year?

A—I should think not

Q.—Are you in favour of a policy of suspension of the Government revenue whereby a holder of that sort could pay the revenue of a bad year under a system of gradual recovery of the amount suspended during subsequent good years?

A.—That seems to me practically what we did last year

Q.—Yes, you suspended last year and your rules provide for suspensions and remissions in years of famine, but they do not provide for crop failure, which does not amount to famine. Do you consider it would be reasonable to so alter your Code as to provide for suspensions in such a case?

A.—Yes, certainly

Mr. Nicholson.—I notice you are also of opinion that there was a considerable practice among new-comers on works of going home for a week or two and then returning to the works, why was this done?

A.—Because when they came back they were not fined, and they were paid daily

Q.—They were not fined and therefore they did not do any work?

A.—No

Q.—Have you any suggestions to make for the relief of cattle in any future fodder famine as sharp as the late one? You have told us that one of the great reasons why there was a great number of deaths among cattle is because people came on the works and those who came on the works had to leave their cattle?

A.—I think more liberal village relief would have saved some cattle

Q.—But how would you have given them fodder?

A.—People used to cut the leaves and give them

Q.—Can you suggest any way of bringing fodder to the cattle or supplying them with food of any description?

A.—I would entirely abandon sending them to the forests to eat the grass. But I am afraid I can suggest nothing original

Mr. Bourdillon.—How long have you served in Gujrat?

A.—Four years

Q.—Do you think that the people are thriftless and extravagant, and though without resources accustomed to a high standard of living and that that is the reason why, when the pinch comes, they are not able to stand it?

A.—The immediate reason why they could not tide over was because the *banias* closed their loans

Q.—Are the people living on credit generally?

A.—Yes

Q.—The *banias* closed their loan transactions altogether, and they could not borrow?

A.—They ate up their stocks

Q.—The mortality which occurred was, I suppose, amongst the poorer classes?

A.—Mainly

Q.—Do you think that the remarks about the high standard of living and the softness of the people of Gujrat applies to all the people?

A.—It applies to the whole of Gujrat, but not to Broach and Surat

Rao Bahadur Syam Sundar Lal.—You say there were a number of young graduates as civil officers, did they do their duty successfully?

A.—Most of them did

Q.—Would you recommend a larger use of these young graduates in future times of famine to work as civil officers in charge of works?

A.—It is difficult to say, I think I would

Q.—Are there any natural products in Than and Broach which can be used as fodder in times of scarcity?

A.—In Broach the cattle were kept alive on prickly pear, but it disagreed with them, and there are also the leaves of various trees, which they can eat

[The witness subsequently made the following corrections and additions to his oral evidence.—]

(1) should read, Four *talukas* and one *petha mahál*

(2) should read In one *taluka* he was called,—&c

(3) should read, \* \* \* Broach city relief work \* \* \* and it should be followed by this question and answer—

Q.—City relief work?

A.—The Matania tank just outside the city.

(4) should read \* \* 10th of March, I think The G. R. is \* \* \* \*

(5) should read Those who were going on working were clamouring, &c I do not think I said “especially new-comers” I did say that many had left the works in disgust, and that some of these came back afterwards as new-comers in a very reduced condition

(6) These questions were not put in the leading form in which they are reported In answer to the question, what became of the people who left the works? I said that some died, and the Commission would find them in the mortality returns I went on to give the facts here reported, and others which the President repeated after me, “Bark” should read “gum.”

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(7) This part is all wrong, except the first question, which I answered in the *negative*. The whole point of my answers was that so far from drafting people compulsorily all the steps I took were in the way of abolishing all compulsory arrangements already imposed, especially residence in set camps, removal of sick to hospital, and isolation of contacts. At the same time I promised to open them a new work a few miles away, if they would wait for it and not rush away home. Most of them waited, and when the new work was opened some walked off there, while others stayed where they were. The President put it to me that this would have been better done by marching the people off in set gangs. I maintained that they would not have gone that way, but would have melted away to their homes. Then he asked me why I could not open the new work without sanction. In reply, I referred him to the Famine Code, but added that I would have done it nevertheless and tried to do it, but the Assistant Engineer would not follow me that length, and I could not do it without his help.

(8) should read "some went and some preferred to stay."

(9) Add words to this effect "but one part of the figures is wrong."

(10) should read "Well, Sir, of course we should like it."

(11) Add words to this effect "but such small cultivators are the exception in South Gujarat."

(12) In the middle of this answer insert words to this effect "but would cut grass and bring it to the cattle even more than we did last year."

(13) Add words to this effect "and then found they could not borrow."

(14) This answer again is exactly the opposite of what I said, which was to this effect "It does not apply to the whole of Gujarat, but it applies to all classes in South Gujarat, & in all Broach and half Surat."

(15) Add words to this effect "In Thana there was limitless grazing, but it proved to be not nutritious enough to keep Gujarat cattle alive by itself."

Mr. A. L. M. Wood, I. C. S.

*Replies by Mr. A. L. M. Wood, I. C. S., to the questions of  
the Famine Commission*

*Explanatory Note.*

When the famine began I was acting as Collector of Thána. On the 1st November 1899 I reverted as Forest Settlement Officer in the same district. In April 1900 I was transferred to Broach as Assistant Collector. In October I was appointed to act as Collector of the Panch Maháls and Political Agent, Rewa Kantha.

I have thus had to answer the questions for the Panch Maháls chiefly from records and hearsay without personal knowledge, and for Thána and Broach from memory without records. I have therefore thrown my answers into two parallel columns, the left for the Panch Maháls and the right for Thána and Broach. I have not answered any question specifically for the Rewa Kantha at all, but can attempt this if desired.

For the Panch Maháls I have endeavoured to answer all questions of fact, but some I have had to give up, and for some others I cannot vouch with absolute certainty.

PANCH MAHALS.

THANA AND BROACH.

*Question No. 1.* Good, good

2 (1) No, (2) 65 per cent, (3) by taking average of kharif area sown during five years preceding the famine

(a) About 37 inches. (b) 7 inches and 57 cents. 18 92. (c) In the third week of July, having begun in the second week of June. (d) June 5-1 (average 5.47), July 1-82 (average 15.62), August 0-6 (average 11.38), September 0-5 (average 4.20), October nil (average 0.19)

4 About 15 per cent for the whole district

5 68 02 as petty cultivators, 5 2 as labourers.

6. Seems to have been assumed chiefly from failure of kharif crops, with the reservation that in case of good rain in September or October, giving a good rabi crop, the necessity would be slight and temporary.

7 Ditto, also, in his report under Section 26 of the Code (dated 8th September 1899) Mr Seddon describes the lack of "resisting power" of the people. The very day after this report was submitted, looting on a large scale began, but the necessity of relief was already understood, and the machinery of relief was actually in course of being set in motion when this report was drafted (see answer 8)

8. First, six tank-excavation works by Local Fund, to serve as test works. No definite tests were applied, but Mr. Seddon observes in the above cited report that people were coming on these works in numbers, although the rate of piece-work then being given did not yield a subsistence wage. At this time he was trying also to get two big road-works started, and succeeded almost immediately afterwards, a third road-work being added soon after.

9 (a) Yes. Lists of relief works were ready and surveys and estimates of cost had been made out beforehand. (b) No, unless by the Public Works Department for their purposes.

10. (1) Large public works.

(2) Yes.

11 (1) Test works.

(2) Opening of closed forests to free grazing.

(3) Kitchens on the works.

(4) Opening of cheap grain-shops from local subscriptions.

(5) Poor houses.

12 (b) and (c) *nil* (a) and (d) were one and the same. Circle Inspectors were first appointed in October and gradually increased, extra Aval-Káikuns in March, and more afterwards extra European and other gazetted officer ditto.

9 In Thána we were classed as "immune to famine," and used to submit no yearly programmes. We had two or three road-projects prepared years before, and with them as nucleus we set to work and prepared a whole network of road-projects.

10. Large road-works. I was trying to get up a subsidiary programme of small works, tanks and reclamation bunds.

12. In Broach I found talátis and kárkuns appointed as Circle Inspectors, each Circle containing 12 to 16 of the populous but compact villages prevalent in Broach. These men submitted most elaborate weekly diaries, which must have taken them a whole working day to write. Some of them did very little else. They were supposed to visit each village twice a week, but they very seldom did. Afterwards this standing order was changed, and they were supposed to visit each village once a week, but visit every house in it each time: this also, of course, they never did. Patels were not empowered to put people on dole, until in June I in my

sub-division empowered and encouraged them to do so, and at the same time dis-empowered the Circle Inspectors from taking anybody off. After that the Patels alone ran the village relief with more or less help from the talati and instructions and advice from me and other officers, and on the whole they ran it extremely well, much better than any outsider could have run it. But then, those were Broach Patels: they could not do it here or in most districts.

13 Under both Acts, chiefly for wells and *los wariat*, to cultivators only. Recoverable in whole

13. Same in Broach.

14. Yes, but not equally well in all portions.

The typical irrigation-well of this district is a wide irregular-shaped pit, and cannot be called a permanent improvement

These wells were not dug till it was too late to save the kharif crop already on the ground. They were generally used, if at all, for growing a small patch of fodder or of chulles or some other non-food crop

15 Labour was scarcely the first criterion (see answers 6 and 7), but the first works were tanks Taluka Local Boards, Village Officers, Taluka Officers, Sub Divisional Officers, Local Board Mistri

16 Task-work, where attempted on test works, was immediately abandoned in favour of piece-work.

17 Yes (2) No (3) No. (4) No (5) No.

18. The numbers on test works swelled though the wage was below subsistence, but I think the necessity for large relief works was realized before even the so-called test works were started. The test works were not converted, they were abandoned and large regular relief works started in their stead.

19 Large road-works (see answer 8).

20 Public Works Department. No, unless by the Public Works Department. There was great difficulty and some delay in getting these large works started, owing chiefly to the want of Public Works establish-



ment, including a separate Executive Engineer for this district. Tools also were short

21. Not unless by the Public Works Department.

22. First part, the Public Works Department will answer

Second part. none prescribed beforehand, that I can discover, the various needs were met as they arose.

23. Free No distance test as such, but residence was made nominally compulsory at the end of September.

23 In Broach also, admission was free, but tickets were at one time demanded from some kinds of people on some work to check the practice of joining a work and there enjoying the privileges of a new-comer as long as they lasted, then going home for a week or two and after that again tuning up as a new-comer. But this, I think, was only in the interval (10th March to 26th April) during which Government lowered the wages and abolished one of our devices for keeping well-to-do people off. This device, as practised before and after this period, was to enrol new-comers on whatever work they applied, but then at once draft them off to another. This was only stopped again when cholera broke out. We also had compulsory residence, but stopped it as soon as cholera broke out on a work. We had no distance test as such, and could not have worked one, because as it was the people learnt to give false addresses, and some grew so cunning as to defeat even the drafting by this means

24. I do not quite understand the question. It seems to me to depend on the meaning attached to the word 'serve,' on the severity of the distress, the nature and condition of the work, the character of the local population and perhaps other variable factors.

In the Panch Mahals I am told that the people hated living on works at all, and that few therefore availed themselves of them who lived more than 5 or 6 miles off, and few at all while compulsory residence was really enforced. From what I had seen of Bhils and the like, I should have said the same without being told it

25 So far as I can gather, similar to Broach.

In Broach, applicants for relief would come 12 miles freely from within British territory, and Gáikwán rayats from unknown distances beyond. These we would draft 10 miles further, and they would go there and live and work there pretty contentedly.

25. In Broach the subordination was not more clearly defined than in the Famine Code, and I did not find that degree of subordination very closely worked up to.

26. There was one Civil Officer for each work, however large. They were taken from a great variety of classes and on various salaries. A list of them is given as Appendix A.

26 In Broach also, there was one Civil Officer for each work. At first they were selected talatis and karkuns on Rs. 30 or 40. Afterwards most of these were superseded by outsiders recruited by advertisement or otherwise and paid Rs 60. These were mostly young graduates.

The position of the Civil Officer with reference to the local representatives of the Public Works Department was that of his subordinate, under the orders of Government.

27 No.

27 It would not have rested with the Civil Officer in Broach, but I think no such conditions were met with there. I do not remember hearing anything of alternative tasks.

28 I cannot say for the Panch Mahals.

28. In Broach the gangs were constituted by the Public Works people, I am not aware how. I think they numbered about fifty.

I believe no arrangements were made to secure village or family gangs. People constantly complained that they were not allowed to work with their friends.

29 Classification more or less according to Section 70

29. The classification was similar to that laid down in Section 70 of the Famine Code except as regards classes IV and V. Feeble adults were really divided into two classes. The better ones were put to some light but useful and not merely nominal work, and not treated as "gratuitously relieved"; they worked separately and were generally called "feeble-gangs". The feeblest, if dependants of workers, were lumped in with the children in Class V and fed in the kitchen, if not dependants, they were sent to poor-houses.

30. No experience in the Panch Mahals

30 I am not sure that I understand the question, but I have not observed any need for distinction.

I do not think there was any real difficulty, but boys and girls and old men were constantly clamouring to be classed as men instead of as women, and small boys and girls to be classed as women instead of as children.

31 Piece-work was used from the outset until the 1st of April, when task-work was introduced, apparently simultaneously throughout the district.

32 It would seem that Mr Stewart's experience led him to agree with the former Famine Commission. Personally, I think a system of pay-

ment by results is the best for people like ours here, *provided* that the works are small ones, sprinkled freely about the country, so that people can attend them from their homes.

33 No task-work at the outset. The task was reduced by 15 per cent about the beginning of July.

34 I have heard it called liberal for the people of these Maháls.

33 The task was similarly reduced in Broach. I believe this was done by the Commissioner without consulting Collectors, and that the reason was the prolongation of hot weather. At this time even semi-professional labourers like Dhers, who had dug like men for 8 months and kept themselves thereby in health and flesh, began to say that "they had grown weary," that "their legs were broken," and other quaint phrases. As we should say, they were stale, and it was quite true. It was also very hot.

34 I have no hesitation in calling it inadequate for South Gujarát, where the general standard of living is easily the highest I have seen in India. But I cannot trace its effect separately from other causes which contributed to lower vitality and produce diseases, such as deprivation of milk, tobacco, opium and liquor, and unaccustomed labour. Of the four things named, there was practically no one so poor before the famine, but that he regarded at least two of them as necessities, not luxuries. Some workers (especially Wohorás) unquestionably saved upon their earnings, but these were not those who would have died but for relief: they were the people we were always trying to get rid of, but never with complete success. The rank and file of relief workers, viz., all the Dhers, Bhils, Talavias, &c., most of the Baria Kohs, and a few of the poorer Pátdárs, Wohorás and Rajputs, saved nothing, bought no new clothes or even shoes (which latter are a necessary in bábul-country) and treated themselves to no luxuries, except a very occasional smoke or *ladu*, and just the minimum of salt and condiments without which they could not swallow their Burma rice or musty jowári bread. It was the Wohorás who ought not to have been there, who gave a deceptive aspect to the works.

35. Minimum wages were given for the rest-day.

36. No experience here.

35. Same in Broach. I have no experience of the other system.

36 For Broach I believe that the minimum and maximum wages alike were too low. Certainly I saw no grounds for fixing below the minimum, unless perhaps towards the end of the

37 I cannot say.

38. Weekly, except for new-comers I think Bhils and perhaps others in these Mahals ought to be paid daily. I am told that chits failed here, and readily believe it.

39. I believe they were supposed to be paid daily

Chits I am told, were also tried, but proved a failure because the *Modi* would not generally honour them, so that people could not get much into his debt, but sometimes went unfed instead.

40 Nothing on the Collector's record about this.

41. The Public Works Department only can answer this

42. I can find nothing definite about this on the Collector's records

43 Ditto Children, of course, were fed in the kitchen, and there were "feeble-gangs," but how the latter worked I am not aware.

44. No.

45 Must be referred to the Public Works Department, but I am told that musters were kept.

46 As I can find no record of this either, I suppose it must have been left to the Public Works Department.

47. Having obtained sanction for a work, the Collector would ask the Executive Engineer to open it, and

hot weather, but then (as stated in answer 33) the people who had been at it long seemed really done and unable to complete even the reduced task, and even when not visibly sick or emaciated

37 I do not remember any penal wage in Broach

38 In Broach the same Daily payments are not necessary amongst those people except to new-comers, if they are supplemented by chits on the *Modi*. Such chits were in general use there and worked pretty well

39 In Broach they were paid daily at first, and then for another week or two bi-weekly, and they were also exempt from fining Also, after daily payments ceased, they could get chits on the *Modi* The *Modi* used to honour these chits freely enough, but at the same time he did not generally give credit without them, so that people did not get seriously into his debt

40 To the individual. Payment to the Mukadam would never have done with the gangs constituted as they were on the large works in Broach

43 Children were fed in the kitchen and "feeble-gangs" were generally (if not always) kept up I believe the latter never had a set task or piece. They generally sat in rows with sticks, breaking clods to produce an even surface, in the earlier stages of a work on the plinths of huts and sheds, and afterwards on the top of the embankment This kind of work is very elastic, and can be made anything from a light day's labour down to merely nominal employment.

44. No.

47. Ordinarily the project had to be sanctioned by Government, and commencement by the Commissioner Once

from that moment (so far as I can make out) everything seems to have been left to the Public Works Department, except only the requisitioning of a hospital, which the Collector would ask the Sanitary Commissioner to provide. Even the kitchens were started and managed by the Public Works Department

in emergency of cholera I persuaded the Collector of Broach to sanction the opening of a work, of which even the project was not approved, under the power given him by Section 68 of the Code

I cannot safely describe from hearsay the steps adopted with the earlier works. In my time, that just mentioned was the only one opened additionally, *i.e.*, otherwise than by bodily transferring all establishment, dead-stock and workers from another work on the completion or abandonment of the latter. In that case the Assistant Engineer had spare men enough, and I managed the Civil and Medical Establishments and materials somehow in a few days. At that work there was only one thing that we cared about having ready beforehand, the water-supply, and I did that. I purposely had no set camp, and at first no kitchen, so as to secure general voluntary segregation.

But ordinarily when a work approached completion, timely orders were obtained for starting a new one, and then gangs would be told off to begin carrying hutting, tools, &c., across on their heads. Last but not one (I think) went the hospital, and last of all the kitchen. One Civil Officer got his kitchen moved out without skipping a meal, but usually a day or two intervened, and the dependants were given raw rations or plain grain equal to the dole.

Labourers were admitted generally by the Civil Officer, who was also supposed to classify them, but there was a strong tendency for the classification to get into the hands of the Public Works Department. I am not sure why, but probably because the Public Works people were not inclined to accept the Civil Officer's classification, so that it was of little use, the latter's making one.

Except as stated in the last paragraph but one, and also, I was told, generally on the earlier works, dependants were all fed in the kitchen. The Civil Officer was responsible for the kitchen, but if there were many dependants he had a Kitchen Superintendent on Rs. 15 in immediate charge of it.

The Public Works Department provided tools and plant, marked out and measured up work, calculated and paid wages and imposed fines. Wages, however, were not paid by their ordinary men, but by separate cashiers, and the Civil Officer was also expected to

## PANCH MAHALS.

## THANA AND BROACH

sometimes stand by and see fair play. It was also the Civil Officer's duty to ascertain and report in his weekly diary the number and total amount of fines inflicted, and we used to watch these figures

The Civil Officer was responsible for the water-supply, but the Public Works Department had to provide him with as many hands as he wanted. A well used at first to be selected, and water drawn out of it with a *kos* for any one who liked. When the cholera began, we used to get hold of every well in the place, permanganate it, and put a guard on it night and day to prevent any one from lowering any private vessel into it. On the best of these we made arrangements for drawing water for all comers and stopped the use of the others.

Hospital requirements in my time simply went with the work (see second paragraph of this answer)

48 Not by the Collector. I cannot find that the Collector ever acted in this way without sanction.

49 No.

50. To give employment to people near their homes while preparing to cultivate

In the Panch Mahals also, I understand that there was something in the way of "Village Improvement Works" started by Sub-Divisional Officers, but I can find nothing about them on the Collector's records.

51. The regular small works were all tank-excavations.

52. Civil agency, by direct management.

49 No.

50 Same in Broach, as regards the "Civil Agency Works," as they were called, but there we also recognized smaller works still, called "Village Improvement Works." These were started later, after the Civil Agency Works had been stopped by rain, and with a rather different object, viz, to avoid giving absolutely gratuitous relief to landless able-bodied people and make them ready to turn to and work for the landed ones on low wages as soon as required

51 I think the Civil Agency Works were all tanks, but generally combined with some improvement of thoroughfares close by. The Village Improvement Works were generally improvement of thoroughfares, and sometimes strengthening of a tank embankment from the outside

52 Under the Civil agency, by direct management. The backbone of both was the Patel. In "Civil Agency Works," they were assisted by *kalkuns* borrowed from the Public Works Department, but entirely subordinated to the Civil agency, including the Patels. In "Village Improvement Works" the Patels were assisted (if at all) by the *Talatis*.

53. } Not under (b) (v).  
54. }

55 No Government prescribed wages of 7 pice, 6 pice and 4 pice respectively for men, women and children, but at the same time ordained that the system was to be piece-work. Piece-work was adopted at rates intended to work out about equal to the wages prescribed. The rates thus fixed were 6 annas per 100 cubic feet up to a lead of 150 feet and 8 annas for all longer leads. I am told that employment was given to all comers.

56. I understand not.

57. I believe they nowhere existed close together.

58. I have no personal experience of acute famine here, but my previous experience of "*Kalipara*," especially of Bhils, leads me to readily agree in the prevailing opinion of this district, that a large number of small non-residential works is the only safe thing for them.

53 and 54. The Patels can scarcely be called non official, but I may explain that the "Village Improvement Works" were not laid down or measured up at all, and that the wages (in my subdivision) were nothing else than the dole, of which the Patels were already the arbiters.

55. No The Government Resolution cited opposite was of general application and was applied in Broach to the "Civil Agency Works." At least, we tried to apply it, but without much success. Our calculations were always upset by differences of lead and lift, and also by men, women and children turning up in unexpected proportions. It was also supposed to be piece-work, but the people would not have that there, and we had to pay individuals. For wages on "Village Improvement Works" see last answer.

On "Civil Agency Works," employment was confined to our own rayats (Gákwáris, &c, being turned away), and on "Village Improvement Works" to people of the one village itself, and to landless labourers of that village, being in fact a mere branch of the village dole.

56. The selection as indicated above was quite successful.

57. A large Public work and a "Civil Agency Work" were not ordinarily allowed less than 5 miles apart. They did not exactly draw labourers from each other, because they were attended by different classes mostly, the latter by small landholders and the former (at that late stage) chiefly by landless labourers. We did not want the latter on the "Civil Agency Works." Later the "Village Improvement Works" were intended partly to draw the remnant of landless folk off the large works, but had little effect in that direction.

58. In Broach we ought to have started each kind of small work rather sooner and more systematically than we did, even for the special objects they were meant to serve.

Whether "Civil Agency Works" (as we called them) should be made the backbone of the relief system in a comparatively civilized district, is a less easy question to answer, but still, for Broach last year, I have no hesitation in saying yes. Generally speaking, I sup

pose, the less jungly the district, the less harm or danger in applying to it the policy of large relief works, with its oft-explained advantages, and thus no doubt applies still more strongly where your non-jungly district is accustomed to famine and to famine relief measures. But I do not think the principle applies to Gujarát proper, although it is the least jungly part of India I have seen, and thus apart from the fact that the people did not know famine and had never heard of famine relief. For one thing, the advantages of the large relief work policy are chiefly negative, it is said to be the only way of securing economy and supervision. In Gujarát proper it is not the only way, because we there have an elaborate and remarkably capable village organization ready to our hand, which, I am sorry to say, we last year wasted until near the end of the season. If only we had relied on it from the beginning, I believe that we could have run the famine with small relief works under Civil agency, at less cost of rupees and of human and animal life. Patels, even Broach Patels, cost less than Mistris, they are dealing with their own kith and kin and hence they know everything, and also on the one hand they have bowels and on the other hand pride. All that (except the pride) can be predicated of Patels anywhere, and it will be answered that Patels would be the best agency anywhere if only they had a sufficiency of wits and of the three R's. And that is just the kernel of my argument, because all Patels of the plain country between the Tápti and the Mahi, and probably further south and north, have that sufficiency. I may add that the Patels of Broach have under them a peculiarly complete and efficient staff of inferior village servants of various kinds, and also that owing to the system in force, which divides talatis' charges not according to real quantity or difficulty of work but only according to the quantity of the revenue which he has to account for, there is a taláta to nearly every village in the Broach District.

The above seems to me about enough to wipe out, for Gujarát proper, the negative advantages of the large work policy. With reliance on the existing village organization, there would have been less people on works who did not really need relief, real recognition of



Gáikwáris; less loss of life in the chasm which existed (before the cholera) between relief by work and gratuitous relief; less privation and perhaps loss of life amongst people who really needed relief, but were ashamed to go upon public relief work, less loss of cattle (for it was the inexorable choice between starving himself and starving his beast, which led many a man to abandon his cattle), less misery, discomfort and ill-health involved in having to leave one's home to go and live in a temporary town in some strange place. Last, but not least, a system of small works would have been useful. From the point of view of utility, no one attempted to defend our gigantic tank excavations, but any fool could defend a programme for moderately excavating nearly every tank in the district.

A. WOOD,

Collector, Panch Mahals.







62. }  
63. } None.  
64. }

65. (1) A few cattle (rather under 1,000) were railed from the Western Maháls to the Thána forests early in November. Of these, only 292 came back.

62. }  
63. } None that I heard of  
64. }

65. (1) I took part in Mr Lely's conference at Pálghai in Thána on the 28th September 1899, at which it was decided to rail cattle down to us. Mr. George Monteath of the Civil Service was appointed to take charge of them, but he and I soon saw that he could not at the same time receive the beasts at the stations and also look after them inland, so I went and camped on the railway and received and forwarded them to him. After they had stopped coming, one man could not look after all the heads properly, so I was put in charge of about one-third of them in relief of him.

The result of this measure was deeply disappointing. Out of 15,000 and odd beasts which came, most of them bullocks vetted for youth, soundness and condition, not quite 1,000 (as I remember) were railed back by Government in May, and the number of those previously taken back by their owners cannot, I fear, have exceeded another thousand.

It was the understanding that this measure was to cost Government nothing but railway freight, and that was takávi. But first of all nearly all the owners, who were to have lived with their cattle, left them and went home. This alone caused much loss at the very outset, and then we had to take on numbers of local hirelings who knew nothing and cared little about Gujarát cattle.

These cattle were supposed to carry on throughout the season on nothing but grazing, just as the Konkan cattle always do, and also to live always in the open air. Whether pampered Gujarát cattle could outlive these and other hardships was really the one question, from the Pálghai conference onwards. To this question the experts, though doubtful and suspicious, would not answer a decided No, so the scheme was started. I begged for more and more cattle, because I knew that we could fill the bellies of a practically limitless number, if only the stuff would nourish them, but Mr Lely (luckily, as it proved) stopped the business at 15,000. At the same time, by way of "hedging," I got Mr. Monteath



## PANCH MAHA'LS

and at cost price, viz Rs 10, to cultivators. Some of the latter was given against takávi bonds in lieu of cash. In May some grass was set aside for sale to poorer cultivators at Rs 2, the balance of the cost (Rs. 8) being made up from the Mansion House Fund. The grass was distributed from 2 depôts at Godhra and at Dohad. The 10-rupee rate was kept going for the more well-to-do cultivators concurrently with the 2-rupee rate for the poorer, but how far the latter was successful in reaching the really poorer men I am unable to say.

## THA'NA AND BROACH

cult to place it within reach of the really poorer people. Bullocks that could haul a load out from Broach took a deal of finding, and when found they cost 8 to 10 rupees per pan per trip. So we took and supplied the coastwise villages by boat from Broach. This was cheaper, and brought the grass near enough to every one to be able to carry it from the bandar on his head. But it was not "2-rupee grass", nevertheless.

A WOOD,  
Collector, Panch Maháls

## PANCH MAHA'LS DISTRICT.

67. (a) By cooked food in kitchens. In the interval of 2 or 3 weeks which always elapsed before the kitchen was opened, I am not aware how the dependants were relieved.

(b) The scale of wages fixed by Government (see answer 5) was understood to be supposed to cover dependants, but at that period (July) most dependants would, as a matter of fact, be on dole.

68. Dry dole. This was regarded from the first as the typical form of gratuitous relief, and others as mere variations from it.

69. I cannot say myself, but understand that before the cholera it did not, and that it was given by pure selection.

67. Same in Broach, but there was not the same interval while I was there, in the interval (if any) they received sometimes the whole poor-house ration (uncooked) and sometimes the grain equivalent.

(b) Same in Broach.

69. No, before the cholera it certainly did not. Admission was by pure selection, but the selection was not entrusted to persons with (previous) local knowledge, but to Káákúns appointed as Circle Inspectors chiefly for this purpose. After the cholera I shifted the selection (in my Sub-Division) from these men to the Patels, who had the requisite local knowledge and sympathy. Soon after this, it was ordered that destitute cultivators were to be on dole while they cultivated. This meant a further swelling of the dole list, already full of mere cholera-refugees, who were not *bona fide* cultivators, but it was surprisingly little abused. It was about this time that we were urged to start village kitchens. I foresaw that village kitchens would not do for cultivators, and I was then engaged in trying to get the landless people back on to works (large or small), but when at last the rain did come I obeyed and got kitchens started wherever I could. As soon as the first two or three were going, it became clear to me that they were

## PANCH MAHALS

not fair on the cultivators, so I had all these excused and kept on dry dole. Then the landless people had to attend the kitchen and Patels and other leading cultivators sniffed advantage to themselves and began to take an interest in the kitchens. About the same time we started "village improvement works," and all the Patels who knew what they were about started these.

It may be said therefore that at this stage we had 2 tests, work and cooked food. But we had both tests concurrently in only a few villages, and in many we had neither. Probably the statistics will show that we had very few of either, but there were kitchens started of which no one ate and works on which no one dug, and in many another village the mere threat of either produced the desired result, viz., to make the landless people work for the landed on a subsistence wage. To that end alone were the tests applied.

70. Five. The first was opened on the 21st January 1900 and the last on the 11th February 1900. According to the locality, they were frequented by Bhils, Dhara Kolis and Naikdas, largely from Native States. The highest recorded number for the district is 5,789.

71. Yes. No, I am told.

72. Yes, continually to relief works, and when the rain came, to their homes.

73. I cannot answer this without reference to Sub-Divisional Officers, who are giving evidence.

74. I cannot answer about village kitchens, but on relief works the kitchen ration was, as near as possible, the poor-house ration of the Famine Code, and the people were supposed to eat it up on the premises.

70. Two in my Sub-Division of Broach opened before I came. Before the cholera they were frequented chiefly by people who had shrunk from going on works, but had yet not gone so far as to die. There was always, however, a good sprinkling of Gáikwáris, and these, I think, increased after cholera when dole became much more liberal in our villages.

71. Yes. People were not sent from relief works as a punishment, but people who would not go on relief works were sent or referred to the poor-houses.

72. Yes, as Panch Maháls.

73. (a) In my Sub-Division of Broach no kitchens were started before the rains broke, but in April some order came out, which was partially acted on, that dole-eaters resident within a reasonable distance of a work should be sent to the kitchen of the work in lieu of dry dole. This was acted upon in one of the two tálukas, the radius being taken as 2 miles.

(b) See answer 69. Every kitchen in my Sub-Division served its own village and no other.

74. Same for relief work kitchens in Broach. The hours were pretty regular. In village kitchens in Broach the poor-house ration was given, and the people had to eat it there. I cannot say how regular the hours were. I never thought of prescribing any.



## PANCH MAHA'LS.

75 Where to start village kitchens was left to Sub-Divisional Officers, and they only can answer this question. I cannot find that any limit was fixed by the Collector.

76. This has been answered above as well as I can answer it.

77 I cannot say for certain, but at one poor-house less than the Code ration was given, because it was found to be carried away uneaten.

78. I cannot find by whom they were checked and inspected by Circle Inspectors and all superior officers, I cannot say how often.

79 (a) In grain.

(b) Daily, until late in the rains of 1900, when it was made bi-weekly in some parts.

(c) At the village chora (if any) or at the Bania's shop or elsewhere.

80 I understand similar to Broach. The systematic reduction of cultivators began in October.

81. The cooks were Kolis of sorts. I am told that there was some little reluctance from better class Kolis at first, but that it disappeared.

75 No No

77 The Code ration. Burma-rice morning, jawari evening. Yes

78 I cannot say by whom at the outset. When cholera made it necessary to greatly swell the dole lists, the Circle Inspectors proved unequal to the occasion and I turned on the Patels. Again, when the dole lists had to be reconstituted on new principles for cultivators the Patels did it. The Circle Inspectors and all superior officers checked and inspected lists, but the former latterly had no power to take any one off. For "how often", see answer 12.

79. (a) In grain

(b) Daily.

(c) At the village chora, in the few villages where there is no chora, at the Patel's house or (very seldom and if quite near) at the next village, it was never supposed to be at the Bania's shop.

80 To destitute cholera-refugees until they could be tempted back to works or (failing that) frozen off by "village improvement work" or cooked food or (failing them) turned off to weed for their betters. These were increasing through June and decreasing through July and August.

Also to cultivators and their families, under the necessity of cultivation, from July onwards. I was just beginning to reduce these early in October.

81 In village kitchens the cooks would be widows of the highest caste in the village, and I never heard of any objection on the caste score. In poor-house and relief work kitchens there would generally be a Bráhmín chief and several male and female cooks (nearly always Pátidárs, i. e. the highest cultivating caste and very strict Hindus) to work under him. These people also generally served the stuff round, but once at least I remember seeing a Musalmán serving, and it is a fact that very few Pátidárs would touch kitchen food or even send their children there.

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The reluctance shown by Patidars and others at a later stage to feeding in village kitchens was not primarily caste reluctance and was quite reasonable and accepted as such by me (see answer 69)

82 Presumably similar to Broach

82 Special Civil Officers on relief work kitchens, with Mámlatdárs and all higher ranks checking them.

Village Officers (Patel and Talati) on village kitchens, with Circle Inspectors and all higher ranks checking them

83 Yes at the outset, for anybody with a black skin and not too many clothes It was of some little use for a short time, and cost a few hundred or thousand rupees, to the Mahájans

84 I am told, neither.

84 I cannot say, but presume neither

A WOOD,  
Collector, Panch Maháls



*Supplementary answers by Mr A. L. M. Wood, I.C.S., Collector of the  
Panch Mahals, to the questions of the Famine Commission.*

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PANCH MAHALS

*Question 85* —Out of a demand of 3½ lakhs, (a) nearly two lakhs (namely, 1,89,000) was suspended; (b) none has yet been formally remitted. We are engaged on inquiries to this end now.

86.—I understand that the system was similar in the Panch Mahals to Broach, being based on the same series of general orders, but that there was less difficulty here in determining who could pay and who could not, and certainly much less difficulty in collecting from the former.

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*Question 85* —I cannot give figures for Broach from memory. Nothing had been remitted before I left in October.

86.—In the northern talukas of Broach, where the failure of crops and fodder was complete, suspensions to agriculturists depended solely on the capacity of the individual to pay to all purely non-agricultural holders. I proposed no suspensions whatever. As regards agriculturists, the proposals submitted by me for three talukas were, I think, approved by the Collector and Commissioner without change or objection. I framed these proposals from lists prepared by the Mamlatdars, but only after putting each Mamlatdar through a cross-examination on his list and altering one of the three slightly and another very considerably. The Jambusar list came through the ordeal (I think) without a single alteration, and the lists had been prepared only after very explicit orders of mine, besides those of the Commissioner and Collector. Finally, I must explain that these lists and my proposals were negative, so to speak, i.e., they contained those agriculturists whom we had reason to believe able to pay, but from whom we had failed to collect. All agriculturists who were not included in them and who had not paid received suspension. Remissions of revenue due for 1899-1900 were in course of inquiry when I left, but all arrears of previous years (of which there were many in Jambusar) had already (with a few exceptions) been remitted and announced. These arrears were remitted upon crop failure following a series of bad seasons, and the exceptions comprised a very small class of them, which were reserved for inquiry into individual capacity.

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87—After

87.—After

88 —If Inámi and Tálukdári villages be classed as Zamindári, suspensions were not usually either granted or refused until the time had gone by to recover rent otherwise than through a Civil Court, so that the two things had little connection, and, if any, the connection was the other way about

89 —In the Panch Maháls, though coercive measures were much less used than in Broach and much less attention seems to have been given to revenue collection, yet the revenue collected bore a higher percentage on the demand. I have naturally therefore been on the look out for signs of suspensions having failed to reach the right persons, but have not seen any and believe there were few such cases. On the other hand, some non-agricultural khatedáris and a good many mortgagees escaped. But there was no such general recalcitrancy as beset us in Broach most non-agriculturals paid, of Ghanehis and others of doubtful class, most could pay and they did, of pure agriculturists, a few could pay and they also did. The difference from Broach lay in the different attitude of the public, coupled with low assessment.

89 —This depends on what theory of sufficiency you are working under. As I understood our theory, we were to go for a man's savings without thought of the future and then give him takávi, if necessary, afterwards. We failed to act fully up to this theory, because the people as one man held quite a different theory and opposed it to ours with much obstinacy and cunning and considerable success. Thus a good many cultivators escaped who under this theory ought to have paid. On the other hand, I am confident for my tálukas that almost no cultivator who under this theory was entitled to suspension was made to pay.

The above is for cultivators, but the answer may be different if "right persons" be held to include any non-agricultural holders. I held (and hold) that it should not, but here I had the feeling of my own men also against me, and had less success than I should have liked.

90 —Briefly, because more than 15 per cent of the people had little or nothing to eat

91 —No experience of the Panch Maháls last season

But after I joined in October we were too slow in turning people off the dole, and we only did it at all by turning off the Cule Inspectors first.

91 —All the time until the cholera there were (as stated in answer 34) a varying number of Boráris who could have done without relief. On the other hand, during the same period, I am afraid, we did not give enough village relief to people who stayed at home to keep their cattle alive or in attendance on an infirm relative. When the wages were reduced relief became defective in that sense, but this was recognized before long and the Code wages restored. Then in May, when the cholera scattered the people to their homes, I am afraid we were not quite prompt enough in extending village relief. This was because we tried to work it through Cule Inspectors and it was the utter breakdown of that organization at that crisis, which led me to do—what I had from the first been tempted to do—empower the pátils over their heads. Later on, when the green bajri heads were becoming fit to be eaten baked, I thought of beginning to turn off cultivators in bajri villages, but refrained

until the grain should be ready to cut I fear there was a little excess here, traceable to myself. Of course also there had been some excess here and there in dealing with landless people in villages where the *pátíl* was slack or stupid, but excess of this kind was the exception instead of being the rule, as it would have been if we had still been relying on Circle Inspectors, and as it was in the Panch Maháls.

92.—Terms used are foreign to me, and it is also difficult to answer the question without knowing what period of the famine and what kind of relief are intended.

93.—There is no record of former famines.

93.—There was famine in the north of Broach some 20 years ago, but I did not see it and have not read any records of it. I only heard of it from Mr. Lely, who was Assistant Collector there at the time.

94.—(a) Yes, considerable but not so complete (I think) as in Broach.

94.—(a) In Broach the unanimous and all but complete stoppage of credit was the most noticeable fact of the year after the drought itself.

(b) Very much the reverse is what all say and I well believe.

(b) Yes, but chiefly confined to Boráhs (see answer 31).

95.—I do not find any "tests" definitely described as such in our Code, but in any case the answer surely depends entirely on the kind of people you are dealing with. The same tests which were never quite successful against one or two classes in Broach were too deterrent to many individuals in the same district, and in the Panch Maháls would have been and were, so far as they were tried, too deterrent to whole classes.

96.—The abuse in Broach being practically confined to one class of people, I think some method of selection might have been practicable, though not easy and perhaps not very just in its working. I do not feel sure about it, but I rather wish we had tried it.

97.—The police *pátíl* is responsible in the village, and on relief works the Special Civil Officer.

98.—In the Panch Maháls I suppose all excess mortality before the cholera is attributable to a course of feeding which would be at once unsuitable, insufficient and irregular. Rather than earn grain by digging they would go on pottering about eating all sorts of wild things (even bark) with old beef-bones, and then occasionally they would get such a gorge of fresh beef as would probably do them more harm than good.

98.—In Thána (unlike the Maháls) there is a supply of *wholesome* jungle food so great as apparently to have outlasted the tremendous test to which it was put.

Very few inhabitants of Broach died of the effects of insufficient food alone. Except in the time of reduced wages they could always earn sufficient food, and (unlike the people of the Maháls) they were forward to do so, but the food was unsuitable—Bairmah rice, musty jowári, inferior pulses in lieu of tver-

oil instead of ghee, no milk, little margin for appetisers, no variety. Filling their bellies daily in this way, they would keep in full work and full flesh until a creeping diarrhoea took hold of them, and from that time they would go off slowly but surely. The number of swollen legs was also astounding.

People used to put down the cholera to various causes, especially *lang-dál*, but I can never understand why it should want explaining.

99.—I cannot say for the Panch Maháls.

99.—Only, I think, as the readiest medium for the spread of cholera, when once it had broken out, and as such we recognized it (see answer 47). Permanganate was seldom used a second time. The cholera always spent its force in a week or so.

100.—I cannot say for the Panch Maháls.

100.—In Broach—

(a) On works, trench latrines, with plenty of bhangis to come and bury, and more bhangis to go round burying elsewhere

(b) On poor-houses, similar until the rains, after which there were pans regularly removed.

(c) None; no one lived in kitchens

I think they were sufficient, everybody supervised them.

101.—I understand there was.

101.—Yes, this was one of the Civil Officer's chief duties. I think he generally prevented the sale of such grain, except on one work, where the Civil Officer stood in with the Bania about some grain salvaged out of a wrecked craft, but we caught him and ran him out

102.—See answer 98

But from September onwards the seeds of the *sáma*-grass have been a tremendous stand-by, and are still the only thing between thousands of people and starvation, in fact, we are only watching until it really begins to give out to re-open relief works. In the previous season there was no *sáma*

102.—See answer 98. In Thána the people lived almost entirely on wild products from March to May (inclusive) 1899 (this was normal), and again with little mitigation from August 1899 to at least April 1900 (most of this latter period was extra). These products did not hurt them, but they began to get worked out and one used to meet thin people searching for them in March and April 1900, and whole families moving from their homes to some other neighbourhood where they were understood to be more plentiful

In Broach I knew or heard nothing of wild products until the end of the hot weather, when a certain hedge-row creeper came out into leaf, and the leaves were gathered and eaten and even sold as vegetables, I believe beneficially. But that is not the country for wild products.

There also, however, the *sáma* grass became a great stand by in September, especially in black soil country, where the demand of larger cultivators for hired labour is less and the waste areas at the same time larger.

103—I cannot myself personally answer for the Panch Maháls, but I understand there was very much especially in the rains.

103—Yes, much. The proportion varied greatly at different periods and I dare not guess it for any period. You can get figures of the numbers actually deported as foreigners off the Broach works at the end of March and beginning of April, though one at least of these figures is almost certainly wrong. But it was impossible after this deportation, and difficult doubtless before, to convict a man of being foreigner, they all named our villages. Later on we started out to find out the number by cross-examination by men of intimate local knowledge, but the cholera spoilt this. Later still, in September, we carried this through for the few people then remaining on the works and in poor-houses. You can get the figures from Broach, but I think they were something like two-thirds for A'mod and one-third for Jambusar. It would be quite unfair, however, to assume either of these proportions for any part of the open season.

104—Since it was impossible to spot the immigrants, it is impossible to guess at their separate mortality.

104.—(a) The famine is not at an end, but a good many orphans in villages have been cast upon their relatives and from poor-houses made over to Missionaries, including Pandita Ramábái. I have not heard of unrelated caste-people taking any, and there are no native institutions.

104.—(a) In Broach I attempted a rather elaborate classification of poor-house inmates, with a special view to the disposal of orphans and marriageable girls and young widows, but when the rain came most of them melted away without giving us a fair chance. Of the rest, only three were taken by private people and some more by relations, the small balance were still there when I left.

105—No. All the objects and sub-objects might be useful, but those we seized upon last year were object IV (a) in thousands of rupees, and I (a) and (b) in hundreds. Last season, in both districts, I would have preferred to spend every rupee we could get, takavi and charitable fund included, on bullocks and nothing but bullocks.



## PANCH MAHALS.

## THANA AND BROACH

106.—I cannot answer for the Panch Maháls.

107.—Station-masters return the export and import of food-grains weekly. These statistics are presumably reliable, and imports by road are insignificant and by river *nil*.

108.—I naturally heard none myself, but I have not heard of any either.

109.—I do not find any such recorded.

110.—(a) I understand so. The rest I am not competent to answer.

111.—Section 10 There were no Circle Inspectors in Thána, Broach or the Panch Maháls.

Section 19 (a) —Special relief officers only began to be appointed in April. I think this was a great pity, since the Commissioner asks my opinion. Also, they were not always placed under the immediate orders of the Sub-divisional Officer. This also was a pity in itself, but in some cases one cannot very well do it.

(b) In Broach there were no Relief Mámlatdárs, but from the outset there were extra Aval-kárkuns with third class magisterial powers, and the first class magisterial work was given to the Subordinate Judges. I prefer that arrangement, but must add that I have very little experience of the Code.

106.—Yes, fodder, not grain. There were not enough trucks. That was on the B. B. & C. I. Railway in Thána, whence grass was being consigned to Gujarát both by Government and by private enterprise. At one time I should not have been at all surprised to see the goods-yard at one station fired with all the grass in it.

107.—None as Assistant Collector in Broach. Much of the imports to Jambusai Táluka came by sea, and, when the sea-borne traffic re-opened in September, it began 4 lbs to the rupee cheaper than the rail and road-borne, but I had to find this out for myself. The price had been kept up by defects in road traffic, not the Railway. To make a guess for the time I was there—and probably for several months before—I should think at least two-thirds of the consumption was imported.

108.—None until the weeding season. Then there were some, but they were not many, and where they arose they were remedied soon enough, because they amounted to a demand for labour at starvation wages. In most villages any one who offered a pice more than the dole was worth could get weeders in plenty.

109.—Without statistics, I believe not before the famine. I expect the famine will make a considerable difference.

100.—(a) Yes, or rather in baked bread, but partially only.

(b) I think so generally, and during the famine certainly.

(c) In the famine, of course not, before the famine, I think, not.

7

arrangement. The latter was adopted in the Panch Maháls, but only in the later stages.

Section 31 (c) —We did not utilize the Local Boards. I think we had better have used them in lieu of Circle Inspectors in Broach at least, and also as Committees of the Mansion House Fund

Section 49:—Special relief officers also visited large works and (in my opinion) rightly. The parenthesis to sub-section (f) was departed from after the cholera, in my humble opinion no other course was open

Sub-section (h) —They had no such permanent advancee, and I do not understand why they should.

Sub-section (j).—This common-sense provision was usually neglected, though doubtless not by the intention of the head of the office.

Section 50.—See Section 19 (b)

Section 51 (b) —As stated and explained in other answers, I latterly in Broach forbade Circle Inspectors to take any one off, and ceased to hold them answerable for putting the right people on.

(c) —This was completely changed by general orders, first for cholera and then for cultivation (see other answers). There were no printed tickets of admission, and written tickets were only used for one work, and that temporarily and for a different purpose (see answer 23), and were given by village officers, not Circle Inspectors. I do not remember a register being kept. The Circle Inspectors, being only authorized and not commanded to give batta, seldom used their permanent advances

(e).—In Broach a portion of the diaries by rotation went direct from the Mámlatdár to the Collector, and the rest to the Sub-divisional Officer, but I persuaded the Collector to let them all come to me. When there was a Sub-divisional Officer I had them come through him to me

Section 53.—In Broach, the distinction was made on village works, and rightly so there, I think.

Section 54.—The dole was not the poor-house ration itself but its grain equivalent. I am afraid this was hard on bed-ridden people.

Section 57.—Class (4) was grossly neglected by Circle Inspectors

Latterly, of course, this section became altogether inoperative

Section 59 (d) —I think the Modi had to come to the Táluka Kachari for his money, I do not know why

Section 67.—The Public Works Department had nothing to do with the management of small works, though we were indebted to them in Broach for tools and káikuns, and in both districts for advice

Section 69.—Strangers were excluded from small works

Section 70 —Class IV. See answer 29. Our treatment seems more convenient, but it was very unpopular with the old people, and perhaps rather too hard on them. The wording of this section seems inconsistent with that of Section 125, which we followed.

Section 82.—This is not an easy section for the Public Works people to carry out closely, especially when read with Section 92, so I relied on Section 92 alone and made the Civil Officer offer cooked meals to all newcomers on their first day

Section 85 —“Which shall be paid previous day” This contemplates daily wages and was not followed in Broach.

Section 90.—In Broach the Special Civil Officer was never a Magistrate at all. Experience did not in my opinion justify this departure.

Section 92 (a) —“Classify them.” See answer 47.

(b) Where a bazár did not provide itself, the Special Civil Officer was not usually competent to provide one, and had to appeal to the Mámílatdár. Similarly, if there was only one Modi and he was there more by way of a favour than anything else, the Civil Officer could not do much to prevent him selling bad stuff

Section 93 —The Public Works people gave leave, not the Civil Officer.

Section 95—There were no poor-houses near relief works, except where these happened at taluka head-quarters, where alone there were poor-houses in Broach. In the Panch Maháls there was only one poor-house, not at a mahál head-quarters

Section 98. —Such books were kept but seldom used.

Section 103.—This general principle was not observed. I do not understand why it was ever laid down.

Section 104 —I never heard of any completion certificates for small works

Section 105 —There was always out of the question in both districts, and oil was not given in the eastern maháls because the Bhils would not eat it. There also and sometimes elsewhere the proper quantum of vegetables was not given because they could not be had.

Section 113 (a) —In Broach rice is almost equally a staple food-grain with jowar, and it was repeatedly mooted to make Burmah rice (being cheaper) the basis, but we never did it, and quite right too.

Sub section (b) —Applies to the Panch Maháls and the north-eastern corner of Broach, but we did not apply it chiefly, I suppose, because, though in common use in ordinary times, it was not in common sale last year

116 (b) —I think it will be found that the rates of 7, 6 and 4 pice prescribed by Government for small works (see answer 55) were below the minimum Code wages of the same period, but I cannot look up the rates without delay.

Section 119 (b) —“Professional beggars who refuse to work.” I am afraid European officers shirked this, at least I did, and so did my special relief officers

Section 123 (a) —We were always trying to get the people immediately concerned to show the inmates work beyond that described in (b), but without much success until I took one poor-house in hand myself in July.

Section 126 (1st clause) —This could not be done at all in parts of the Panch Maháls, and even in Broach it was very unpopular and in my humble opinion injurious as well as needless, so I departed from it there too towards the end.

Section 132 —We did not follow the “rule,” which seems to me tantamount to killing half of them. We always followed the course laid down as the exceptional one, but we improved on it by giving milk and Mellin’s Food two and three times a day, and it was the Civil Officer who did it, not the Medical Officer. One could not entrust such responsible work as that to the ordinary Medical Officer

Section 133 (a).—Cash allowances to dependants were tried at first but abused, and in my time when in difficulties we usually gave raw rations, sometimes their grain equivalents, and only once under special temporary circumstances cash

Section 156.—This procedure was not observed in Thána, because the forests were opened only to certain cattle which we ourselves brought or approved

Section 157 —Not Forest Officers, Assistant Collectors with forest subordinates working under them.

Section 162.—I think the officers in charge of works took the fuel for themselves in the Panch Maháls In Broach there are no forests

Section 164 (b) —I do not find that any such reports were submitted in the Panch Maháls

Section 174 (c).—Such sheds were not generally kept ready in Broach, and when cholera broke out and I saw how the sheds put up were used, I strictly forbade them everywhere in favour of ordinary *rawtis*

112—Staff Corps officers were employed and also officers of Salt, Customs and Postal Departments, but all in the later stages only No native officers or British non-commissioned officers were employed.

112—In my sub-division of Broach I had from the hot weather two Staff Corps officers (one after the other) and one officer of the North India Salt Department No native officers or non-commissioned officers For a month also I was assisted by a man out of a business firm in Bombay and he was very helpful. He only came because he had a month's full-pay leave and wanted to see something of the famine and happened to be a personal friend of mine, he asked nothing and he received nothing besides the thanks of Government. But such men could be obtained more freely if Government paid for their services, for famine times are times of slack trade and the business houses would probably jump at the chance of giving their men leave without pay But they would want to be very distinctly subordinated to a European officer, else they might do more harm than good.

Similarly, I think the officer of the native army and the non-commissioned officer of the British army likely to do more harm than good whether subordinated to a European officer or not. Both are inappropriate

113—I understand none except—

(a) the Mahájans with their cheap grain shops and their charity at the same time stingy and indiscriminate; and

(b) the Missionaries, Mr Ward at Godhra, and Mr. Mulligan at Jhalod, each superintended the poor-house at his head-quarters and the latter also distributed some of the Mansion House Fund. These and other Missionaries distributed also money and grain received from their own sources.

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113.—There were cheap grain shops in the towns of Broach at the outset, and the non-official Chairman of the Jambusar Municipality did some work towards the end in connection with the gratuitous relief of Jambusar town The Irish Missionaries of Broach also distributed some relief at the end, but how or why or to whom I never discovered If Missionaries co-operate, they should do so strictly in conjunction with us.

Of non-official agency for work, I think there is little or no scope for extension. As in trade, so in philanthropy, the average moneyed Hindu is no better than a blight. I would seek his

## PANCH MAHALS.

## THANA AND BROACH

co-operation simply by trebling the rate of income tax on incomes above 2,000 rupees, doubling it below, and adding a five-rupee class down to Rs. 250.

But I am not speaking there of the immediate every day administration of village relief, in that the pàtils were often materially helped by other leading villagers, and we could have secured more such co-operation if we had gone the right way about it.

114.—I attach as appendices statements showing the number of people on relief works from the beginning to the end and of monthly mortality from December to July inclusive. In the former the figures for small works are probably incomplete. In the latter the figures for April, May and June are swollen by cholera. With the help of these figures the Commission may draw its own conclusions from the following information —

(a) The remarkable rise in the numbers on works from the 24th March to the 21st April is explained by Mr Stewart as due to the conclusion of the Holi holidays, the cessation in a very great measure of the supply of meat on which thousands of Bhils and Naikdas have been living for months, and the final resignation of hope of any fair crop of mhowra. In another report he reiterates these causes, but adds another cause, the rule that no fines were to be inflicted for the first fortnight of attendance. He does not, however, attribute the rise directly to the change from piece-work to task work which took place in the week ending 24th March and with it the non-fining rule above mentioned

About the middle of May wages began to be paid daily, *i e.*, the minimum wage every day and the extra (if any) weekly

In the beginning of June the rule that no fines were to be imposed for the first fortnight was superseded by instructions, which permitted the fining of wilfully idle people from the first.

114 —I cannot answer this question properly for Broach without figures, but the Commission will find (c) that the reduction of wages during March and April had a marked effect not only on the numbers of relief workers but on the death-rate.

(a) and (d) I believe the system of work and mode of calculating fines were never changed.

(b) The task was reduced by 15 per cent late in the hot weather

(e) In Broach we were relying on the compulsory residence and drafting tests, drafting on an average 10 miles. Government in reducing the wages north of the Narbada offered Code wages south of the Narbada, *i e.*, put on a distance test varying up to 50 miles. At the same time compulsory residence (our other safeguard) was discontinued. Towards the end of April the works were peopled by fat Boráhs and lean Kohs. Then Government (the order was announced on the 26th April) restored Code wages, and we restored compulsory residence and drafting. These two safeguards were hardly again in working order before cholera broke out, and then (about the middle of May) I immediately abolished them both again except on one work where the abuse was excessive (the same work where tickets were tried, see answer 23) and where at the same time the epidemic and panic were not serious

In general, I may be permitted to say that the death-rate due to compulsory residence is not traceable, it greatly swelled the cholera death-rate, and no man can say by how much, and the cholera death-rate as we have it is nothing like the truth

(b) I can find no record of any change in the task.

(c) The wages on which task work began were not those of the Code, but a maximum of 6 pice and a minimum of 3 pice. On the 17th May these were raised to Code wages with a penal minimum equivalent to nine chataks.

(d) I can find no change in the mode of calculating fines.

(e) Compulsory residence was introduced at the end of November and had the immediate effect of frightening three-quarters of the people away. Most of them rapidly returned, but the figures all through December seem to indicate that the natural rise in numbers was really checked by this measure. And I do not feel at all sure that compulsory residence was strictly enforced afterwards. I cannot find that any other special test of necessity was introduced.

115 -I have no experience of the Panch Mahals to this effect

115.—I have not seen the massing of people on large relief works tend to disorganize family life nor to relax moralities, but I have seen it tend to weaken social restraints, and I venture to think that result not evil but wholly good, and this in two ways first, economically, that women, who before were *purdanasin* and therefore as the wives of cultivators almost useless except for perpetuating the stock, have been forced into the position of bread-winners or at least of farmers' wives like the Patidúr Patlan, who makes the dinner for the whole field company and sends it out by her daughter or young son, and secondly, socially or rather perhaps politically, that the woman, who formerly would turn her back to the road while you rode past and stand dumb if you asked your way, will now sometimes look you in the face and even *sakám* and be ready to pass a few words with you.

A. L. M. WOOD,  
Collector, Panch Mahals.



*Statement showing the daily average number of people on relief works from  
the week ending the 30th September 1899 to the 29th December 1900*

Week ending	On large works	On small works	Total	REMARKS
1899				
September 30th	4,333	456	4,794	
October 7th	2,351	7 24	3,075	
„ 14th	4,180	79	4,259	
„ 21st	5,624	31	5,655	
„ 28th	8,022	.	8,022	
November 4th	10,166	...	10,166	
„ 11th	9,049	...	9,049	
„ 18th	11,708		11,708	
„ 25th	13,450	..	13,450	
December 2nd	13,109		13,109	
„ 9th	11,321	.	11,321	
„ 16th	12,275	...	12,275	
„ 23rd	12,016	..	12,016	
„ 30th	13,212	... ..	13 212	
1900.				
January 6th	14,629	...	14,629	
„ 13th	15,963	..	15,963	
„ 20th	15,664	.	15,664	
„ 27th	14,797	.....	14,797	
February 3rd	14,520	.. .	14,520	
„ 10th	15,944	...	15,944	
„ 17th	17,486	...	17,486	
„ 24th	16,474	... .	16,474	
March 3rd	15,098	. ..	15,098	
„ 10th	14,205	...	14,205	
„ 17th	12,225	.... .	12,225	
„ 24th	12,122	.. ..	12,122	
„ 31st	26,095	.....	26,095	
April 7th	35,569	.. .	35,569	
„ 14th	41,590	.....	41,590	
„ 21st	42,910	.....	42,910	
„ 28th	38,577	.....	38,577	



Week ending	On large works	On small works	Total	REMARKS
1900				
May 5th	31,597	..	31,597	
„ 12th	26,240		26,240	
„ 19th	22,246	..	22,246	
„ 26th	24,923		24,923	
June 2nd	30,606	.	30,606	
„ 9th	38,872	37	38,909	
„ 16th	42,048	1,029	43,077	
„ 23rd	44,545	411	44,956	
„ 30th	53,770	1,735	55,505	
July 7th	61,435	4,333	65,768	
„ 14th	63,177	1,828	65,005	
„ 21st	61,733	1,313	63,046	
„ 28th	54,570	1,860	56,430	
August 4th	55,286	331	55,617	
„ 11th	47,510	99	47,609	
„ 18th	41,033	.	41,033	
„ 25th	36,930		36,930	
September 1st	35,719	..	35,719	
„ 8th	26,167	..	26,167	
„ 15th	16,282		16,282	
„ 22nd	8,427	..	8,427	
„ 29th	3,795		3,795	
October 6th	3,342	.	3,342	
„ 13th	3,034	24	3,108	
„ 20th	2,402	14	2,416	
„ 27th	1,808		1,808	
November 3rd	1,443		1,443	
„ 10th	1,054		1,054	
„ 17th	982		982	
„ 24th	921	.	921	
December 1st	885	.	885	
„ 8th	981	..	981	
„ 15th	1,098	.	1,098	
„ 22nd	1,307		1,307	
„ 29th	1,563		1,563	

*Statement showing the monthly mortality in the Panch Mahals District from  
December 1899 to July 1900*

Taluka	December 1899	January 1900	February 1900	March 1900	April 1900.	May 1900	June 1900	July 1900	Total	REMARKS.
Godhra	451	735	900	1,396	2,878	3,493	2,451	2,165	14,469	
Dohad . .	268	749	975	1,116	1,879	4,939	2,211	415	12,552	
Kálol . .	245	496	693	873	689	1,206	921	1,047	6,170	
Hálol .. ...	221	516	552	748	568	1,777	1,371	1,523	7,276	
Jhálod	261	515	781	1,571	2,585	5,528	3,028	2,742	17,011	
Total of five talukas	1 446	3,011	3,901	5,701	8,599	16,943	9,982	7,892	57,478	

A. L. M. WOOD,  
Collector, Panch Mahals



*The President* —Do you speak for the Panch Mahals?

A —Yes

Q —Were you in the Panch Mahals during the whole of 1900?

A —Yes

Q —Were you in charge of a particular *taluka*, or had you general works as Assistant Collector?

A —First I was in charge of Godhra, Kalol and Halol in the western part of the district, then when the new Collector came I took Kalol and Halol till May 1900

Q —You had experience of all parts of the district?

A —I had no experience of the eastern parts of the Panch Mahals

Q —Can you give any explanation why village gratuitous relief was not extended in the Panch Mahals at the same rate, or as early, as in Broach, for example?

A —The districts are very dissimilar

Q —In the figures before me there are 610 villages in the district. In December village gratuitous relief was extended to only 14 villages, in January to only 22 villages, in February to 57 villages, in March to 115 villages, in April to 280 villages, in May to 496 villages. Can you tell me why in December, January, February, March and April, when the pressure was growing so severe gratuitous relief was not established?

A —In my own charge there were about 210 villages. We had only got four dole centres in Halol Mahal, but there were 50 villages worked by three centres. We tried as far as we could to draft people from the villages to the kitchens on the works.

Q —The figures do not represent the number of villages in which relief was given. Take the list for March in which 115 villages are shown as on relief, leaving 495 villages untouched. Am I to understand that the people entitled to the dole in some or all of these 495 villages might have been receiving gratuitous relief at the kitchens?

A —Yes, I remember going to a certain village and finding that in the list we had drawn up there were certain people entitled to the dole there. I desired to inspect them and asked for them, but was told they had been drafted to the kitchen. I was constantly at this particular kitchen and found a number of people being fed who were entitled to the dole relief. When we had the lists prepared of those who were eligible for dole we had then no idea that they would not be relieved in their villages. Then an order of Government came out that as far as was possible and convenient people should be given cooked food. Recognizing the value of that, very few dole shops were started in the area and the Collector gave orders that people should be sent to kitchens as far as possible from the villages and relieved there. Another explanation is that the people ate meat, and were able to get that for some time.

Q —So that the necessity of bringing them on to gratuitous relief did not exist in such a case?

A —Besides, there is a large extent of forest area with jungle products, and also we have a large number of palmyra trees, the toddy from which is available. I imagine that jungle products must make an immense difference in the figures of gratuitous relief anywhere. Another reason is I think that Kalol is better off than any *taluka* near it. The people there are comparatively well off, and certainly I did not find in the beginning of the famine that gratuitous relief had to be widely extended. As we went on we entered on the dole list those who were entitled to receive doles according to the Famine Code rules. The classes of people named as fit to receive the dole are restricted, so if a man is strong and healthy and refuses to go to work for no very apparent reason it becomes a question whether he is under the Code entitled to receive the dole. But the jungle products on which he is living to a certain extent undermine his constitution and he may die.

Q —Was there any deficiency in your subordinate establishment which interfered with the extension of gratuitous relief?

A —Yes, we had not sufficient Circle Inspectors to cover the ground. One village officer might have under him only 4, 5, 6 or 7 villages, but they were scattered. These according to rules he was supposed to go round and visit every day, but it was not possible for him to do so.

Q —You think that is a sufficient explanation why gratuitous relief was not extended as largely as it might have been?

A —I do not think the inspection was as thorough as it should have been. It could not have been with the men we had.

Q —In each *taluka* how many Circle Inspectors had you?

A —There were originally four in Kalol and three or four in Halol, and those were gradually re-inforced as we got men.

Q —Was the number increased?

A —Yes, but not very soon. Eventually it was very largely increased.

Q —That must be the explanation why in May you made a great start, bringing on 497 villages on to relief, for by that time your establishment had been increased?

A —In a great many villages those men who, when the dole was sparingly given, were not considered eligible for it, when it was freely given, were admitted.

Q—The dole was given to no persons who did not come within the categories of article 57 ?

A—Not at first, but in March or April we got a Government Resolution to say that the relief should be adapted to the idiosyncracies of the people, and I took that to mean that if they refused to work they must be fed so I proceeded to put every one on the dole who showed emaciation, and the numbers rushed up. When the cholera came the lists were further increased, as the people began to refuse to go on to works and preferred to wait for gratuitous relief in their villages.

Q—You had a peculiar class of people to deal with in the Bhils ?

A—I had very few Bhils they may have been about 2,000.

Q—Did you think that you had sufficient public relief works open in your charge ? We have been told by some witnesses to-day that more people would have come to works if the works had been more numerous and brought nearer their homes. Is that applicable to your charge ?

A—I think many more would have come if works had been nearer their homes. They were constantly crying out for work near their homes.

Q—If in the early part of the famine you had begun with village works do you think you would have got people to do a fair day's task for their wage ?

A—It depends upon the rates.

Q—On the rates of the Code—19 *chhatals* for a digger and 15 for a carrier ?

A—Yes, I think so on the whole. It depends upon whether there was to have been a minimum wage. Without the minimum a number of people would never have come to works.

Q—Do you think you could have established works near their homes, and employed the principal people in the village to manage them ? Say there was a village in which there was a tank that required to be cleaned out. The Public Works might have come there and measured the tank and calculated the number of cubic feet of earth that would have to be excavated in order to put the tank in good order, and then the *panchayat* might be told "This tank will cost Rs 500; here are Rs 200, you employ the people. I shall return and measure up the work, and if Rs 200 worth of work has been done I shall make another advance of Rs 200, and so on." Do you think that the work could have been done without Public Works supervision except for measuring up ?

A—It would have been almost impossible in most of the villages to get a *panchayat* who would have been of any use at all.

Q—Do you think it would have been possible to get them in a few villages ?

A—Perhaps 5 per cent of the villages, not more. We should have had to feed the *panch*.

Q—Might it not be a good thing to do that, if under those conditions, you save your Public Works establishments ?

A—We started village works afterwards and they were successful.

Q—How were they managed ?

A—By the village officers, the *patel* and *talati*.

Q—Was that possible in the commencement ?

A—I think it would have been possible.

Q—Would it have been possible to employ non-official agency in a larger way than has been done, do you think ?

A—I do not think so in my charge, not in the *Panch Mahals*.

Q—Would it have been of use to have advanced *takavi* largely, not in the usual way, but on the joint and several responsibility of the villagers for purpose of digging wells or village tanks or for improving the irrigation facilities of the village ?

A—Even if you had improved the irrigation facilities, the people would not have used them. They are not sufficiently civilized. If a man has a well and gets a good *khariif* crop he won't take the trouble to get another.

Mr Nicholson—Do I understand you to mean from your answer to question No. 87 that the people in the village had a smaller store of grain than usual ?

A—In many villages they said they had removed the surplus stocks on account of plague.

Q—As a matter of fact they had not the usual stores of grain ?

A—Yes, the *pattidas* and *khambas* had.

Q—So in this particular year they were unable to support the labouring classes and others in the villages ?

A—There was not very much work for the labouring classes.

Q—But well-to-do cultivators in ordinary years would support certain persons, but on account of having periled with their grain they had not that resource this year, so more people came on to relief than would have come in ordinary circumstances ?

A—Yes, to a slight extent.

Rao Bahadur Syam Sunder Lal—You say you are in favour of daily payments and that they are possible ?

A—If you can get the establishment they are possible.

Q—But you managed the establishment ?

A—We employed schoolmasters.

Q—How did they do ?

A—Sufficiently well.

Q—Better than the other cashiers?

A—That is rather a large question. I am not prepared to give a very definite reply at once.

Q—From your own experience what would you say?

A—I should say the people were better pleased with the schoolmasters than with the cashiers.

*The President*—Was there much immigration in your charge?

A—There was a considerable amount in January and after that it became very marked.

Q—We have not been able to get very definite figures, but there is an impression generally prevailing that the immigrants died and that they added very largely to the death-rate, that they came from Native States in a very emaciated condition and died in British territory. Is that your impression?

A—Once or twice I sent back at least a thousand to Native States and they returned in a terrible condition.

Q—There is no record of the numbers of immigrants from Native States that crowded to your works and kitchens?

A—No. If you asked them from what village they came, and if they saw you recording it they would give you false names.

Q—Do you think that immigrants died off in greater numbers proportionately than the inhabitants of your district?

A—Yes, they came to our works in a much worse condition as a rule.

Q—Altogether do you think 20,000 immigrants passed through your charge?

A—Many more.

Q—50,000?

\* A—More.

Q—100,000?

A—Quite, if not more.

Q—Would you say from January to November in your district there were daily 15,000 to 20,000 immigrants in your district?

A—I am not prepared to say. In my charge from March I should say there were quite 6,000 to 8,000 at the lowest estimate.

Q—If your *taluga* was typical there would be over 20,000?

A—About 50,000.

Q—And there was great mortality?

A—Yes.

Q—That is a very important factor in considering the mortality in Gujarat. If you had a daily average of 40,000 to 50,000 immigrants in an emaciated condition to deal with?

A—Some of them were in fair condition.

Q—A great proportion came over the frontier in a bad condition?

A—Yes.

Q—Your population is 3 lakhs of people, and you had 40,000 to 50,000 immigrants added on?

A—I don't think at first there were so many, they kept on increasing.

Q—Have you any suggestion to make for dealing with immigration? If such a difficulty occurred again, could immigrants be recognised and dealt with from the commencement, or do you consider that the only possible way of doing it is by the establishment of relief works in Native States?

A—I don't think there is any other way of preventing immigration than by providing labour in the places where the immigrants come from. You cannot refuse labour and you cannot refuse relief.

Q—If the backbone of your relief were small village works, you could manage it. The village people would have objected?

A—No, because they are often related to the immigrants and in many respects similar.

Q—If a village got, say, Rs 1,000 to spend on its own tanks and to distribute in wages, do you think they would still admit these outsiders?

A—No, not if they thought they were going to get no more.

*Mr Nicholson*—As regards the wanderers, were they in a worse condition than the people on works?

A—Yes.

Q—Do you think a large proportion of the mortality was due to wandering?

A—Yes.

[Witness subsequently added —]

\* These answers give total estimated figures for the whole district, not for my charge only.



## Mr H D Rendall, I. C S.

*Answers by Mr H D Rendall, I C S, Assistant Collector, Panch Mahals, to the questions drawn up by the Famine Commission*

### 1. In my charge

I think the harvest of 1897-98 was about normal, rice was poor and the late rains were rather deficient, but there was absolutely no distress, though the previous year's crop was not up to the average. Credit was good, and there was no plague in the district, though plague restrictions may have somewhat hampered trade.

The following year (1898-99) was a really good year, as far as staple crops were concerned. The demand for land for cultivation showed an increase and some of the demands were large. There were signs that a Pátidāi element would again come and settle in the district, the standards of living and methods of cultivation seemed to be slowly improving. Plague appeared in the district and caused individual losses, and no doubt trade was affected generally, but there was a general feeling of prosperity that succeeds a good year. The rainfall was above normal, and on the whole excellently distributed. But for plague, the year was exceptionally favourable. Credit was excellent. The cultivator had nothing to complain of, and the labouring classes had come through the hot weather well, for though mangoes and 'ryan' fruit were rather scarce, there was enough mhowra and toddy, and this is collected and drunk without restriction. The supply of labour was owing to plague, less than normal, but sufficient.

Everything therefore looked well when the first rains of 1899 fell, and everybody was unprepared for famine. The cultivator had few tangible resources, the labourer found himself with no savings and his occupation gone. Things had been very easy, increasingly easy, till the famine came, and when it did come, things became hard and harder than could have been foretold or imagined.

I have tried to show how qualified the prosperity of the cultivator and labourer really ~~were~~<sup>was</sup> in my answer to question 87, to which I beg to request a reference. I have tried to point the contrast there. The history of the breakdown may be an old story, but it is no fable.

7. Rise in prices, refusal of money-lenders to advance, gradual weakening of cattle, tendency to wandering and immigration from surrounding Native States, a slight but steady increase in petty thefts and grain looting (if I remember aright), all these were sure signs. Add to this that the cultivator could not afford and did not need to engage labour,



that money became tight and labour cheap, and only a bare pittance could be obtained for the head-load of wood and the bundle of grass, that contractors stopped cutting in the forests for want of bullock carts, that Dharalas were credibly reported to be eating cattle, that Ganchus began to buy cattle for slaughter, and milk was very scarce, that ornaments and clothes began to be pawned. The Banyas did not buy these, they advanced a small sum on them on the understanding that they should be redeemed in one year or became the property of the Banya.

There were also the Bhil riots in Jhalod and considerable grain looting, but my answer applies to the Western Mahals.

8 In my charge

After test works (please see answers to questions 15—18) a road work. I do not know of any particular tests applied.

11 In my charge

(a) Test works, (b) opening Government forests, (c) kitchen on works, (d) poor-houses. I answer from memory.

13 Loans were issued at the outset, under the Land Improvement Loans Act and Agriculturists' Loans Act, to a considerable extent (I have not got the figures) to cultivators and a few land-owners, Borahs, *e. g.*, in order to dig wells, improve wells, and for water-raising apparatus. These advances were nominally recoverable in whole.

14 There were already many fine wells in my charge which had been allowed to go to ruin. Some of them were actually discovered on hearsay. These were not used till the ~~Punch~~ came, as people were content to live on inferior kharif crops alone. These wells were fitted with water-raising apparatus.

Irrigation wells can be easily made in about  $\frac{2}{3}$ rd of my charge. When the rain ceased in 1899, the average depth of water below the surface was to make a guess—about 12—15 feet.

A good deal of money was advanced for the digging of 'kacha' wells, but in about a third of my charge they proved a failure. The soil was rocky and stony and even this year the inflow of water is not sufficient for irrigation in such soil.

Some cultivators were too lazy to dig deep enough, others could not be trusted with advances, or could give no security, the majority had no bullocks—for these wells were not dug till all hope of rain had gone.

Accordingly the chief object was not to secure the crop on the ground, because that had dried up, whilst rain was still being hoped for. In most cases a new crop of 'soondhya', 'chinna', 'chana' (gram), 'wheat', chilies, &c, was raised in only a very few cases was standing crop secured.

Almost all these wells were 'kacha' wells, which were wattled round where the banks fall in. Most of them represent a permanent improvement, if they can be made 'pukka' within a reasonable time,

out this is an expensive business and security is exhausted. These 'kacha' wells are being used this year, where bullocks are available.

15 In my charge

Labour was the first criterion in the shape of tank excavation, conducted at the expense of Taluka Local Boards in my charge as test works.

Village officials conducted the works which were supervised by the Local Fund Maistān, and also by the Taluka Officers and myself.

16 In my charge

If I remember right, 4 annas per 100 cubic feet was the first rate proposed. I altered it to 8 annas per 100 cubic feet, as nobody would work at the lower rate, and local grain shops were selling grain at 16 sers per rupee.

The same tasks were exacted from everyone irrespective of previous occupation. Very few women came on the works and they were not asked to dig. Hardly any cultivators came on these test works.

17 In my charge

Payment was strictly in proportion to results, but there was confusion at first as the system was not understood. There was no maximum wage, nor minimum wage nor rest-day allowance, nor allowances to dependants.

18. See answer to Question 7.

19 In my charge

Large public works

20 In my charge.

Under the Public Works Department's control directly. I cannot say as to scale of establishment, &c. There was no delay in opening the work, and tools and plant were available almost without exception.

21 & 22 No. There were no "charges" as far as I know. The people were provided with hutting accommodation, rarely used. Latrines were dug, and water-supply kept going. A local merchant came to the camp and provided food. A Hospital Assistant with sufficient medicine, &c., was in medical charge.

23. In my charge.

Admission to the work was free to all persons ready to submit to the labour test. There was no system of selection. No distance test was insisted on.

Residence on the works of which I had experience was, in the first instance, supposed to be compulsory, but I only remember one instance of its being enforced, when it frightened away a large number of workers and was almost at once stopped. It was impossible to enforce compulsory residence.

24. In my charge

I had frequent opportunities of seeing that many people would not go to a work 8 miles off.

There some people went '*en masse*' directly a work was opened  $2\frac{1}{2}$  miles off. The attachment for home was a very marked characteristic and people were willing to walk 4 miles to and fro, which of course lessened their earnings. The sensible people trekked off early and the rest preferred to stay at home and rather than move 10 or even 6 miles to a work they *ate* bad and unwholesome food. People clamoured for work near their homes.

I do not know about 'charges'. The area served must depend on so many other considerations, that I cannot answer the first part of the question.

32 I think payment by results may be hazardous in acute distress, because the lazy may harm the weak and the weak the strong. There should be small gangs and village gangs, and if possible family gangs, and a separate gang for the weak on higher rates. Inspection by a Medical Officer and a really good Civil Officer is essential.

It all depends upon the people you have to deal with, but I consider payments to individuals and daily payments essential, and probably this could not be done under the payment by results system.

If people come on the works in good time (I think this is more the question than starting relief works in good time) it may be possible to make them do a decent day's work, by applying the payment by results system. If a man is in good condition and lazy, he must be taught to work whilst there is time. If, however, he comes on the works in poor condition and is lazy, it may be hopeless and dangerous and undesirable to try and cure him of laziness.

Some gangs did, I remember, only 11 per cent of the task, at task work, and got the minimum wage. If they had been paid the penal wage, they would not have stayed on the work, and would have become a burden as dole eaters. It is perhaps better to pauperize people on a work than on the dole.

When distress becomes acute, lazy people may be kept off a work by the system of payment by results.

I consider that the system is *most* ~~not~~ suitable for test works and the early stages of a famine. If people will not come on the works, I think this and the task work system should be tried simultaneously. This should prove a good guide.

I venture once again to emphasize the necessity of daily payments, family gangs, and *by* thorough inspection. It is the presence of these three essentials, which, I believe, make small village works popular, even if the payment is by results with a maximum.

38 & 39 Payments were made weekly at first, but there were complaints of unpunctuality. Subsequently payments were made daily, of the minimum wage or at least one anna.

The absence of a daily wage was, perhaps, the greatest evil of all.

When there was piece-work and weekly payments were made, the Mukadum got an advance of grain from the Bania and paid off his bill at the end of the week. The Bania found that earnings were not enough to pay his bill sometimes, and sometimes a gang disappeared without paying him, the latter case was rare, I think. On pay-day the Bania and his satellites were rushing about to catch the Mukadum, who referred him to the workers, or the workers who said the Mukadum had got their pay.

To remedy this, a chit system was tried, but it was not a success and a scheme I elaborated was too elaborate.

The 'chit' idea was that the Public Works Department Káikun should issue 'chits' a little less in value than the work done. Still there were several objections (1) that the Káikuns gave too high chits and the Bania was a loser, (2) that Káikuns were said to take 'dustories', (3) that the Mukadum distributed grain unfairly, (4) that some gangs tried to evade redeeming their chits.

The next remedy was to give the maximum wage for the first week, and subsequently for the first fortnight, if I remember right. The workers were ~~suffered~~ to save enough on this to carry them through the third week, with a little on credit. But this was a total fallacy, because (1) No worker would ever save anything (2) The Bania was unwilling to give credit to workers only a few days old.

Weekly payments were also fatal, because workers wasted their money on sweetmeats and luxuries on payment day and had nothing left in 3 days in many cases. They would travel 3 or 4 miles to get these luxuries, even if we could keep the sweetmeat sellers at a distance, one sweetmeat seller used to appear regularly on pay days. I also appeared whenever I could to oust him.

Another difficulty as regards maximum wage payments for the first fortnight was that some workers trekked from work to work every fortnight. In one case a worker confessed to me that he had been twice round the district thus and saved his Railway fare for 30 miles to do it.

The people themselves clamoured for a daily wage and stuck to field work or any petty labour in order to get paid a daily pittance in grain or cash by their employer. The importance of a daily wage was recognised, but the difficulty was to obtain cashiers, and at length the difficulty was solved by appointing Village School Masters as cashiers to make daily payments of the minimum wage or one anna.

I consider a daily wage as essential, when there is any acute distress and from the beginning, if possible, because the absence of it makes a work unreasonably unattractive.

40. To the head of the gang at first and then to the individual, when there was piece-work. When there was task work to the individual always.

Payments should always be made to the individual, for the reasons given above in Questions 38 and 39

52. In my charge

Small village works were started at the end of May, after cholera broke out, to induce people who had left large relief works to come back to work

53 In my charge

Village tanks were dug out No other work was done under my supervision, but I believe a "bandh" was made in one village to prevent the village site being water-logged

54 In my charge.

They were conducted wholly under Civil agency under the direct management of village officials Payments were made before a Panch when available. A little assistance was given in the larger villages in laying out, measuring up work, and making payments, under special instructions

56 In my charge

Payment was purely by results and there were family gangs, who were paid for every 100 cubic feet excavated Payments were made before a Panch (if available) at a stated time every evening for each completed 'chokdi' of 100 cubic feet. A maximum wage, per head per day, was laid down the actual rate was 6 annas per 100 cubic feet, and if the lead exceeded 150 feet, 8 annas, with no allowances to dependants A record of each gangman and the number in his family party, the work done, and the payment made daily, was kept

Employment was given to every one who asked for it, but there was a shortage of tools at first.

57 No, not in my charge

59 In my charge.

Small village works worked well and were extended, it was proposed to extend them still further, when the rain came and prevented this. These works needed more supervision and inspection than the village officers could effect

I think small village works deserved extension, especially in this district for the following reasons —

(1) Many people were unwilling to leave their homes and did not start whilst their strength was normal, to a distant work

(2) Residence in a camp or any sort of herding is too unpopular to be suitable

(3) Daily payments, payment by results, a maximum wage and family gangs are possible—which is the best combination of work. because also

4. Numbers can be limited, weak persons can be weeded out at once, and inspection is much easier

(5) There is less chance of an epidemic, less panic if it does come, and less harm done if there is a panic

(6) Less Dastoonies are taken, because there are less takers, and the pay-master is the local village officer, who knows and is known of the workers, and is directly responsible to the Civil agency, and not a temporary hand

(7) No kitchens and no hospital (probably unless there is a central hospital for several small works) are necessary and a hospital is very unpopular with Bhils and Dharalas

(8) The expense is infinitely less

(9) Drafting and selection (if desired) are much easier

(10) The works are under the Civil agency only and there is no divided authority

(11) There are fewer elaborate records to keep

(12) In this district the excavation of village tanks is probably the most useful work available.

60 Of aboriginal tribes there are Bhils and Naikdas in this district. There are also Dharalas, who are rather more intelligent. None of these aborigines are very wild. Bhils predominate in the Eastern Maháls

No special tests were applied. Naikdas were given some special concession in rates, on relief works, but

I do not remember the \* exact terms. The majority were not very suspicious, but they did not come to work readily, and would leave a relief work in large numbers at a word from their headman. The result was a good deal of wandering and looting

\* Probably the task was 25 per cent less for them to earn the full wage on

There were a few gangs of Naikdas who were amongst our best workers. The peculiarity of the majority was that they could live on an anna, but would not work for it, and were not easily satisfied.

Their work was very fitful. They would not come to work at or follow a work to a distance, as a rule. Deaths on the work, rumours of compulsory residence, &c, alarmed them. They did not like their children to go to—much less remain—in the kitchen, and they would not go near the hospital, if they could help it.

As regards gratuitous relief, the difficulties were immense. These people mostly live in thick unhealthy jungle, in scattered huts, which take a deal of finding. The village officer has to cover a very large area of ground, and there were no grain shops for miles, as Banias ran away to the head-quarter town of the taluka. There were only four grain shops in the Mahál of Hálol for some months. Cash doles would have been fatal. There were no local grain shops, and no Panch to witness the dole being given. It was also very difficult to get a cart, and sometimes carriers. These needing relief in the

jungle villages were sent to a works' kitchen or to the poor-house. They dislike the former lest they should be sent on the work and made to work, and at first they did not like the idea of the poor-house, but the latter impression disappeared after a time. Applicants were admitted leniently to Halol poor-house, where the numbers were very high for many months, much more so than in other poor-houses, proportionately. When after the cholera gratuitous relief was much extended, Banias were persuaded to open shops at various centres. This was in May.

Relief was always well within the reach of everyone, but the majority were slow to go and take it. The Náikdás were restless and roving, wanting to be back in the jungle, eating leaves, bark, gum, offal, &c., &c.

There was a lack of hard-working, thorough inspecting officers knowing the language and willing to work in the jungle. The fact that my charge contains talukdár villages on a large scale and is surrounded by Native States made things much more difficult.

62 & 63 No. There are hardly any in this district.

66 & 67 There were three measures taken to prevent mortality of cattle.

- (1) Cattle camp
- (2) Grass depôts.
- (3) Sending cattle to Thána District

I regret I cannot give details and figures without records at hand, but as I was for some time in charge of the cattle camp and grass depôts, and unloaded and redistributed the cattle on their return from Thána, I know something of the success of each scheme.

(1) The cattle camp was fortunate; there was hardly any disease and we lost very few cattle indeed. But we had not many more than 200 head in our camp, and we only bought a few of the best offered. The cattle suffered, I think, from want of work and got rather spoiled and particular about their food.

Most of the cattle taken on terms were redeemed, and the owners were well satisfied. The unredeemed balance were sold by auction together with those we purchased, and they did not realise good prices. The cattle camp account showed, I think, a small profit, but this was because extra rations, materials for construction and other sundry charges to a considerable amount were paid for from a fund privately subscribed.

We did not get hold of cattle soon enough, because owners clung to them and were at first suspicious of the conditions. Also Ganchus were offering ready cash in villages and buying up cattle for slaughter. And our purchases were prudently made.

I think that the chief reason our camp did well was that it was a small camp capable of close supervision

(2) The grass depôts were at Godhra and Dohad, and I only know of the former. I think the grass depôt was a great success and saved many valuable beasts. The grass did not, I believe, arrive till February. This would not have mattered so much if cultivators had tried to save only their best beasts—but they would not be persuaded to do this. Also the rain came so late that the grass stopped coming much too early, and much good was therefore undone in June and July. This could not be remedied if rain fell in June in the districts supplying the grass.

It is undoubted that a good deal of grass went to waste on worthless beasts, that some applicants got too much and others too little, that some got grass who ought not, and some who ought to have got grass, got none. This was inevitable to a certain extent, but all giving of passes for cheap grass was kept in my own hands in order to keep things as fair as possible. A certain amount of grass bought at Rs 2 was sold, but I stopped this almost wholly by giving each man a small quantity. The danger, however, of giving out a small quantity was that if grass ran short, no good was done. There was also some waste of grass, as I personally saw in villages, when testing the use made of grass, but this was not serious.

The demand for grass at Rs 2 was virtually unlimited. People could not afford to pay cost price, or as much as Rs 10.

I venture to think that it would pay Government to import grass at apparently high prices, in view of the effect of cattle mortality in this district on land revenue. A cultivator can do something with a hand plough or a hoe, spade, &c, but he is a lazy man, and it is only with bullocks that he will be able to raise a crop, which gives him the means to pay.

I do not think that the grass depôt and cattle camp systems are worth comparing, and I would strongly recommend that a large percentage of cows be admitted into cattle camps. The two systems will then fit well into one another.

I believe that the cattle who went to Thána from this district did better than the cattle of other districts. Most of those who survived and returned lived to be useful here, but a lot died. The scheme was not very popular in this district. I venture to think that, on the whole, it hardly paid from what I saw of the returning cattle, but I know nothing of the actual operations and conditions in Thána. Perhaps the cattle went there a little late and would have done better if they had gone two months before, but rain was possible then.

68 In my charge

(a) Dependants on large public works were relieved with cooked food



(b) Dependants were an unknown quantity on small village works. They were on the dole or on village kitchens in most cases.

#### 69 In my charge

In the first place those eligible for gratuitous relief were given cooked food as far as possible. That is to say, they were drafted to relief work kitchens when they were able to go. Where grain shops were unreasonably far off, those eligible were drafted either to kitchens or poor-houses. When a grain shop was available within a reasonable distance, and grantees could not reasonably go to a kitchen or poor-house, they were given uncooked grain from a grain shop. When the number on dole became very large, Baniyas opened shops, and uncooked grain became the form of relief, except in a few of the larger villages, where village kitchens were started and cooked food given.

The grounds on which these forms of relief were chosen, were presumably—

(1) *Cooked food*—Grain shops were extraordinarily few and far between and the dole grantee could not have gone to get or been sent the grain from a distant shop. It would have been impossible to check accounts, and there were no village committees, worth the name, to witness distribution. The putting on and taking off of dole grantees' names would have involved immense labour, with the number of Circle Inspectors available, and villages being scattered over a wide radius—one village is a day's work and a hard day's work too. Again, there were no talatis in a very large area of Talukdari, Inami, and Mehwas villages to distribute the dole and check accounts, and if people were sent to Public Works' kitchens, the difficulty of drafting was avoided and they were ten times more likely to work for their living, and could be given first light work and then ordinary work.

Further, cooked food is less attractive than raw grain, and goes into the right mouth. This was amply proved by establishing village kitchens. I found that children put on dry dole were not given ~~more than~~ their share in a family and when dry dole was given very largely in almost every village in May, June and July, &c, I found good evidence to prove that children were kept ~~there~~, in some cases, as a fine art. I therefore had all children fed at the chowra, where possible, in spite of a good deal of complaint and opposition. Even then the children tried to smuggle out food, obviously by parental instruction.

Cash doles were not adopted, except for a very short period for the following chief reasons, presumably—

(1) It would be much devoured by village officials, where grain would not be.

(2) When grain is given, the Baniya keeps the accounts, and there is a double check.

(3) It would be useless to give daily cash payments where grain shops are at a distance, and daily cash payments would require an enormous amount of copper coin

(4) Cash payments for many days would be misappropriated and misspent, and the sums to be dealt with would be dangerously large

(5) There are difficulties of despatch from treasuries to jungle villages

(6) Cash is too transferable and too convertible into luxuries, and too attractive

(7) Cash is virtually useless for child relief

71 Six in the district There were two in my famine charge, opened in February. Almost all the inmates were Dharalas, Bhils, Naikdas and a few miscellaneous Dharalas predominated, and vagrants were continually sent in The numbers in Halol poor-house were very large for many months Without the figures to hand, I should say  $2\frac{1}{2}$  to 3 per cent at least The reason was that there were 4 or 5 grain shops only in Halol Mahal, and that a large area of it is Talukdari, where the Talukdars did nothing to help and provided no talatis even Again, there was a relief work near for many months, from which people came to the poor-house to beg for food

In Kálol the numbers were smaller, and a large proportion came from 'Mehwási' villages, i.e. villages in which the Patel is a kind of Inámdar These Patels were bankrupt and deserted by any private talatis they had

In Godhra much the same conditions prevailed The numbers were large when I went there in May, and consisted mostly of Dharalas, Bhils and the scum of the town and wanderers

Mehlol Talukdari Estate had a small poor-house of its own at Mehlol containing Dharalas mostly

Cultivators were rarely to be found in poor-houses There were a good many deserted children.

72 Vagrants and immigrants were collected into poor-houses, but many escaped, broke out or dug their way out All the taluka poor-houses were on highways, except Mehlol, and there were a considerable number of immigrants, especially in Godhra People refusing to work on a relief work were not sent to poor-houses as a punishment. Workers continually clamoured to be admitted into Halol poor-house

73 People were continually being weeded out and sent to relief works, but usually came back or ran away from relief works I took 42 inmates to a work 6 miles off, 21 returned to the poor-house next day, and next morning I could only find three on the relief work

When cholera broke out, inmates of poor-houses were re-drafted to their homes as far as possible Many returned

74 I am not sure of the figures, which varied from time to time. In my charge people were not asked to go further than two miles as a general rule. It was not possible for a kitchen to serve a large radius, owing to the rains and swollen nalas. Kitchens were started in the larger villages only.

75 In my charge

Meals were given twice a day at 10 A.M. and 6 P.M. The dole ration was given in accordance with the Bombay Famine Code. No one was allowed to take food away.

76. In my charge

No limit of distance was fixed. I remember only two near public relief works—say about 3 miles off.

77 In my charge

Admittance was free to those entitled to the dole. There was no selection. People who had *bona fide* caste scruples, infirm people and young children who could not attend, were allowed dry dole.

74A In my charge

The ration was that prescribed in the Bombay Famine Code.

One meal of 'kuehdi' and one meal of 'breads' and 'dal' were given per day. The cheapest staple food grain was used for 'breads', i.e. bajra, makai, bayto, wheat. This was varied, if necessary, to meet cases of sickness or weakness, but the sick or weak did not generally get 'breads'.

75A In my charge

The village officers and Circle Inspectors under the Taluka Officer's supervision. They were checked by Circle Inspectors and officers superior to them at fairly constant intervals, when inspection was made. Late in the famine a programme was arranged for Circle Inspectors to inspect bi-weekly dole grantees.

76A In my charge

(a) Grain and for a very short time cash,

(b) daily at first, weekly for a few days, and bi-weekly eventually, after the rains,

(c) in grain, at the Bania's shop fixed, if in cash, at a fixed village centre. (Please cf. answer to Question 69.)

77 (a) In my charge.

To people in *bona fide* charge of cattle, when necessary, under special rules to enable them to get leaf fodder and guard the cattle. This was not done in the early stages of the famine. The dole was also given to cultivators needing it under special rules, from the rains till crops were available.

78 In my charge.

Dharalas as a rule. A Brahmin or Kachhya was also employed to prevent caste objections.

There was occasional reluctance, in a few villages, to eat cooked food on the ground that pollution and outcasting would result. This was an early symptom and gradually disappeared in my charge, except in the case of the better class of Kolis—Baiya Kolis—who were mostly well off. In one or two villages women had a marked objection to cooked food, or rather to eating it in public. They were Dharalas.

Rājputs, the better class of cultivators and higher castes generally objected to cooked food, and they were not made to take it. When village kitchens were opened during the rains, such people took the dole instead, and in one village kitchen separate sites were allotted to castes for eating purposes. This was not objected to in that particular kitchen, but was too elaborate.

79 In my charge.

Village officials, assisted sometimes by village school-masters and a few volunteers in some cases. This entertainment of a kitchen karkun was sanctioned, whenever it should be necessary. There was a large staff of Circle Inspectors and superior officers exercising supervision.

80. Four in the Western Maháls, I think, but by private subscription. Only Godhra grain shop worked on long, and on more than a *very* small scale. The managers regulated admission. The usual rate was about two-thirds of the normal.

81 No.

87. Till famine came all looked well, as mentioned in my answer to Question No 1.

There were two things which the cultivator did and repented of too late—one he did always, the other he did in 1898-99 only.

Many cultivators told me that owing to plague they had let their stock of grain go. They willingly accepted evacuation, or ran away from plague, because nobody knew where it would break out next. 'Kothis' full of grain could not easily be removed, and there was risk in the removal. It was dangerous to leave grain in their houses. Accordingly many cultivators let their surplus stock go.

It may be said that plague was not widespread, but nobody knew where it would next appear, and so the less grain in hand the better. It may be argued that if grain went, it was replaced by cash or capital, but this was not so—which brings me to the second point.

Almost 80 per cent of the cultivators of this district are Bhils, Dharalas, Baiya Kolis or the like. I guess the percentage.

These people always live from hand to mouth. They do not store grain or secrete cash. Very few of them possess ornaments or costly clothing to any extent. They have a running account with the money-lender, they cannot read the account he keeps. When they get their crop, it goes to the money-

lender almost wholesale, and he credits it at a low rate only to debit it at a high rate when they demand it. The money-lender comes to the village 'chora' and pays Government dues or the cultivators of the village file off to the money-lender's house when the day of instalment comes. The money-lender has to pay dues and maintain the cultivator till next harvest. If there is a bumper crop, the money-lender credits at a low rate, and part of the usual debt is wiped out.

I mean to point out that a bumper crop does not affect a cultivator's resources one-tenth part so much as it affects his credit. He will be able to marry well, and burn well, his reputation and credit will increase, he will be able to get more normally, but he has not got more. It depends upon the money-lender's generosity, and so it was when rain did not come in 1899. Advances were made unsuspectingly at first and large areas were sown never to show a blade. Then the money-lenders repudiated their clients, shut up shops in villages, raised prices and the cultivator found that he was a broken man.

A few had some grain left, a few had some credit still, but there were no resources, no resisting power.

Hundreds of cultivators came to my camp representing that not test works but the coercion of the Banya ~~was~~ what they needed. They said that some of them had handed over 250 and 300 maunds of grain to the Banya, debited at his own price, and now a maund of bajra was Rs 2-8.

Then there were some more prudent cultivators who had grain to spare and let it go to the Banya; they did this on account of plague, but they got nothing except a false credit in return, a credit on the "Heads you lose, tails I win" system.

Lest the above be thought an exaggeration, I beg to state that this is what the cultivators told me a thousand times and I think it accounts for most. Our district has very few prudent cultivators and shrewd hard-working Patidars to boast of. Our district knew little of tagavi in June 1899, and I think its circumstances were worse than other districts.

And how was the labourer affected? He had no savings, either because he had never needed any; he also got through the hot weather, as it was, on mhowra and toddy, with a sprinkling of grain to help. There was always plenty of '~~sawa~~' (jungle rice, &c) to be had for the 'brushing'. He had bullocks and cows and buffaloes and 'ghee' to sell before there were contractors cutting wood in the forests, and jungle products were plentiful.

But now, cattle died and there was no '~~sawa~~' <sup>Sama</sup>. Jungle products began to fail, the cultivator discharged his 'hali' (labourer) for there was nothing for the 'hali' to do and nothing for him to eat, if he did it. There was no 'mhowra' or 'toddy'—virtually, when the season came. And only a bare

pittance could be got for a hard day's work in collecting leaves and the like

Some labour was employed, true, but the demand was immense and the supply small and smaller than any one could have realised owing to the grass famine. Cattle were eaten, true, but this did not last long, and finally hundreds of labourers and many cultivators were without resources or employment.

Improvvidence, laziness, softness, and the total failure to take advice—above all the absence of famine—as an idea even—for many years—"who could remember it in Gujarát?" every one said—were the reasons which were responsible for, I think, 30 per cent being on relief at one time. The contrast shows how qualified and fallacious the prosperity was. I remember asking a leading cultivator of Hálol in April 1899 why he did not use an old well on his land for irrigation purposes. His answer was that his stomach was full all the year round and that he had no other ambitions.

In March 1900 he came to the poor-house to ask for relief

95 Rice was cheaper than other staple foods. Rangoon rice with a considerable amount of lime in it,—and people attributed bowel complaints and swollen limbs to it. I had many complaints about this, and some people left the works owing to it. Other grain had to be ground and they did not take the trouble to wash the rice. A visitor to a poor-house mistook water in which rice had been washed for milk. Rice being about 3 sers per rupee cheaper than other foods was largely eaten. Country rice can, I believe, be eaten with impunity unwashed, and has little or no lime in it. I am not sure of this, and I do not know whether lime is put in Rangoon rice to whiten it or preserve it. Local Banyas gave both reasons.

I think there is reason to regard this food as unsuited to the people if unwashed

The people who would not go to relief works or seek relief lived on the filthiest rubbish, in many cases, and very unwholesome and un nourishing substances, such as bark, leaves, gum, raw mhowra, &c, which apparently caused bowel complaints. Such food was unsuitable and insufficient, and must have caused many deaths

96 In my charge

I cannot give statistics. People used filthy and stagnant water often without reason. Two or three times I saw women taking drinking water from nílals where buried bodies were unearthed. In almost every village that required it, the water-supply was improved and extended at Government expense.

Permauganate of potash was used to disinfect wells after the cholera. Intervals of time varied

At two works there <sup>was</sup> an outcry against the water, and many people left because of it.

In one case the water was good enough, I believe, (and I think it was afterwards analysed, but I am not sure), but it did not suit the people. In the other water could not be got for a long time, just before the rains, in spite of every possible effort being made

At last water was found in the river-bed which was not the best place to go for it, but the only available place

97. Latrines were made for relief works and poor-houses. But the people would not use them on relief work as a rule, and no amount of patience or insistence was successful in enforcing general use.

In poor-houses and relief works hospitals, disinfection was carefully done, but supplies were sometimes delayed. Both relief work camps and poor-houses were kept sufficiently clean in my charge. Bhils are dirtier than other castes in the district

The measures taken were, I think, sufficient. Special arrangements were made for washing clothes from hospital in Godhra poor-house, and a large staff of Bhangis was kept in all poor-houses. The great difficulty was to get people to use latrines on relief works, and I do not think there was any success in my charge. All children were washed in kitchens and poor-houses and kept cleaner than they had, probably, been before

Sanitary measures were supervised by the District Medical Officers, officers of the Sanitary Department visiting the district, the Civil Officers, Public Works Department Officers and other superior supervising officers.

Special arrangements were made for cholera cases.

98. The inspection was regular and made daily by the Civil Officer. Inferior grain was found occasionally, and rarely unwholesome grain. The tendency was to supply old grain, which was sometimes in bad condition. As a rule, the grain supply was satisfactory.

99. People insisted on supplementing their food with rubbish and jungle products in many cases on relief works

This must have done harm, but I cannot give any statistics or definite information about the effect on their health.

100. There was a lot of immigration, but it was virtually useless to try and collect statistics, because people gave false names and addresses so much. I cannot state any proportion, it was not so high in my charge as in the Eastern Maháls, but I tested some gangs and found it to be considerable. After a time it was useless to try and test gangs, and I do not consider that any figures collected can be trustworthy.

103. Object IV should include 'sinking of wells' for irrigation purposes, specially under (a).

I would venture to point out that accounts, returns and distribution work was very heavy, when the rain came, and office staff was already very hard worked. Perhaps some clerical assistance might be given in some cases.

105 No. There were some complaints from cultivators that they could not get labourers after the rains began, but this was probably owing to the extent of the dole.

107 It is usual to pay a small cash wage supplemented by "breads" when cultivators employ labourers. Other employers of labour pay cash. I did not find that cash wages rose, because the demand for other than famine labour was very great.

109 All the three classes mentioned were employed.

I think there must have been some unemployed pensioners. We had two "Civil officers" from Aligarh College, who did excellent work.

H. D. RENDALL, C. S.

*Camp Godhra, Panch Mahals (Taluka),*  
10th January 1901





KHAN BAHADUR S M BARUCHA, DISTRICT DEPUTY COLLECTOR,  
PANCH MAHALS.

*The President* —When did you join the Panch Mahals?

A —More than three years ago

Q —Had you any local charge in 1899?

A —I was Subdivisional Officer throughout 1898, 1899 and 1900.

Q —What *talukas* had you?

A —Dohad and Jhalod.

Q —Can you speak for the rest of the district also?

A —No

Q —What is the character of the population of these two *talukas*?

A —The agricultural population consists mostly of Bhils

Q —What is the population?

A —120,000

Q —How many are Bhils?

A —About 80,000, the remaining 40,000 has to be divided between the town population and the other agricultural communities

Q —What is the main crop *kharif* or *rabi*?

A —Mostly *kharif*, though there is a good deal of *rabi*

Q —What are the proportions of *kharif* and *rabi*?

A —I cannot give the exact figures, but approximately I would put it about 60 or 65 per cent *kharif* and the rest *rabi*

Q —What was the character of the *kharif* of 1899, the failure of which caused the famine?

A —Almost nil

Q —Had the crops up to that been good?

A —Very good

Q —When the failure occurred were your *talukas* in their normal condition?

A —Almost normal

Q —Therefore all this trouble came on you by the failure of a single crop

A —Yes

Q —What was the character of the *rabi* of 1900, that is during the famine year?

A —We had no *rabi*. There were no facilities for irrigation

Q —Had you a four-anna crop?

A —Including the irrigated area I would put it down at one anna

Q —Practically a total failure?

A —Yes

Q —When did you first notice that famine was imminent?

A —In August.

Q —What were the circumstances which you noticed first?

A —The first circumstance that we noticed was the scanty rainfall, and the second was the going up of grain prices. We also found as early as August that the Bhils' credit with the *sowcars* was getting low and a number of petty robberies and *dakaitis* took place

Q —Did you notice the Bhils becoming restless and wandering about?

A —Yes, not wandering, but getting restless

Q —And that induced you to take measures for the future?

A —Yes

Q —What were the measures you first took? Did you start test-works?

A —Yes

Q —Did you start one in Dohad and the other in Jhalod

A —Yes

Q —Were the test-works under civil agency?

A —Yes

Q —Were they tanks or roads?

A —Village tanks

Q —Will you tell me what your system was on these test-works?

A —Our test-works were not large, they were small and in the beginning we fixed daily wages.

Q —Irrespective of the amount of work to be done?

A —Not quite irrespective of that. The Collector directed us to fix the daily wage at 1 anna 9 pies, 1 anna 6 pies, and 1 anna 3 pies, for a working man, woman and child respectively, and we marked out 100 cubic feet and gave that between the family to work—one family consisting of one man, two women and one working child. So it came to six annas per 100 cubic feet, if they worked all right, digging and carrying

Q —One digger and three earners. That is to say you fixed your rate at six annas for 100 cubic feet, and proportioned your task to a digger and three carriers. Did that system work well?

A —No, it did not work well at all.

Q—Why?

A—We found that they did not do that amount of work, and if we were to pay them daily according to that rate we should be simply paying them for doing nothing

Q.—Did you find the task was too much for them or that they were not willing to do any task?

A—I think both causes were at work

Q—Then what did you do?

A—We changed the system into strict payment by results at six annas per 100 cubic feet

Q—But I understand the former thing was payment by results too?

A—Not quite. We fixed the daily rate of wages

Q.—To be quite irrespective of the amount of work they did?

A—Almost irrespective. For the first few days we tried it and we found it impossible to encourage them to work if we did not mend matters, and so we turned it into payment by results. That system worked well so long as it was followed

Q—Did you keep to it as long as the test-works remained open?

A—Yes

Q—How long were they open?

A—About twelve days each

Q—Then was there a rush of people on the works?

A—There was.

Q—And then what did you do?

A.—On the 5th September our test-works were closed, and one road, a large public work, was opened in the heart of the Jhalod mahal in the middle of September

Q—Was there any work opened in the Dohad taluga in September?

A—Not in September, in October

Q—Why did you not open a work in Dohad in September? You closed your test-work on 5th September, why did you delay in opening the work in Dohad? Was it because you thought the one work would serve both talugas?

A—In the first place Jhalod was the more affected of the two districts

Q—Why was there ten days' delay in Jhalod between the 5th September and the 15th September, was it that the Public Works were not ready?

A.—The Collector was arranging for opening the work. I received orders on the 12th

Q—When you closed your test-works was the Public Works Officer on the spot ready to open a relief work in Jhalod? Had he tools and plant ready to open with his establishment or not?

A—Not on the 5th, but on the 10th he was ready?

Q—Why was it not opened then?

A—It was opened about that time.

Q—Your test-work was also closed in Dohad on the 5th September, but your relief work was not opened till October—why was there that delay?

A—In Dohad we did not think the distress so severe as in Jhalod and the work opened in Jhalod was only twelve miles from Dohad

Q—Was your reason that you thought the one work would serve the purpose of the two talugas?

A—We thought for some time it would

Q—What number of people came on your work in Jhalod? You have said that when you opened these two test-works the people came on them at once. That was your first answer. I understood your answer to apply to Dohad as well as to Jhalod

A—I was referring especially to Jhalod,

Q—Also to Dohad?

A—In a way.

Q—Then when your work was opened in Dohad in October did the people come rapidly on to it?

A—Not very rapidly.

Q—At the end of October how many had you on it?

A—I cannot supply you with the figures

Q—How many relief works were opened in these two talugas in November?

A—Two. In March I think we opened a third relief work in Dohad taluga

Q—In April?

A—There was four open.

Q—Of what character were these works?

A—The first two were road works the last two were tank works

Q—What was the organization of the first two works? Who was in charge of the relief work in Jhalod and who in Dohad?

A—A Public Works Department officer

Q—What was the rank of the officer in charge of Jhalod?

A—He was a temporary man. I do not know the grade, but he was a highly paid man, getting about Rs 200.

Q—And the man in Dohad?

A—He was getting about Rs 100, and was also a temporary man

Q—Who was the next in subordination under these two men. Had they any one under them, between them and the *mistris*?

A—There was a sub-overseer to each work, getting, I think, about Rs. 40

Q—Were these two temporary men on Rs 200 and Rs 100 Europeans or natives  
A—Not Europeans One was a Native Christian and the other a Bengali gentleman  
Q—Could the Bengali speak Guzerati?  
A—I do not think so, but he could speak Urdu  
Q—But the majority of the people employed on your work could not speak Urdu?  
A—They could not speak very good Urdu, but they could understand.  
Q—Under the sub-overseer on Rs 40 a month who were there?  
A—The *mistris*.  
Q—Who was there under the *mistris*?  
A—I cannot give you the exact figures, but there were the gang *karhuns*; generally five or six gangs under each *karhun*  
Q—And under the *karhuns* the *mukaddams*?  
A—Yes  
Q—And besides that you had a civil officer in charge of each work?  
A—Yes  
Q—What was the pay of the civil officer?  
A—Rs 40  
Q—Under the civil officer whom had you?  
A—A *karhun* or two were placed under him according to the number of dependants he had. He had also the whole establishment of kitchen cooks and *chaukidars* under him  
Q—Were the cashiers under the overseer or civil officer?  
A—There was one cashier for each work, under the Public Works Officer I think  
Q—Was there a hospital assistant or native doctor or any one like that attached to each work?  
A—There was, but the hospitals were not started at once,  
Q—In what month were they started?  
A—I think in the course of November  
Q—What was the stamp of the ordinary officer attached?  
A—A hospital assistant  
Q—Were they graduates?  
A—No, trained hospital assistants.  
Q—But were the hospital assistants in Government service, or simply temporary hospital assistants?  
A—They were hospital assistants in Government service of the hospital assistant grade  
Q—At the end of October there were 10,000 people at work in the whole district Can you tell me how many people were on these two works at the end of November?  
A—I can give you a rough estimate Above 5,000 or 6,000 between the two works  
Q—Which was the more crowded?  
A—The Jhalod work  
Q—In your reply to question 20 you say there was no delay in opening the works, but there seems to have been delay in opening the Dohad work at all events When people came on to the relief works there was sometimes want of tools The officer in charge said he could not take the people because there were not enough tools, and people had to go back unemployed. How long did that state of things continue on the Jhalod work?  
A—It was not on the Jhalod work, it was on the Dohad work,  
Q—How long did that state of things continue?  
A—A very short time, a fortnight at the most after the work was opened  
Q—You also said that residence on the works was made compulsory about a month or two after starting them The Circle Inspectors had orders to give tickets of admission to those who wanted them Will you explain to me about the tickets of admission? Am I to understand that if a person came to one of these works and applied for admission he was not given admission unless he brought a ticket?  
A—No People were admitted on relief works whether they brought tickets or not, but circle inspectors had orders to give tickets to those people who wanted them? The ticket system was adopted so that the Bhil, who is generally timid by nature, might feel confident in going to the works  
Q—There was a feeling that it was desirable to give tickets to people not because tickets were required, but in order to instil confidence Was that in consequence of any refusal to admit people on works?  
A—I do not think so There was no refusal so far as I know, except for want of tools for a very few days  
Q—In the entire district there were 12,140 on relief at the end of November, and there were 15,000 at the end of February, that is an increase of 3,000 in three months How do you explain, if there was such a complete loss of crop as you mentioned, the failure of the people to come to relief works?  
A—There was more than one reason They did not like to leave their homes They did not like to reside in the camps They did not like to work so long as they could do without work And the fourth reason was that on piece-work they thought it did not pay to come on  
Q—Let us consider these reasons *seriatim* What is the area of your *taluka*?  
A—Between five and six hundred square miles Dohad is the larger with about three hundred and Jhalod mahal is two hundred  
Q—Do you think one work was sufficient for three hundred square miles? Was not their reason for not coming to the work that it was too far from them?  
A—The works were in the centre of the *taluka*, and I think near enough to the people if they wanted to go

Q—Did you open village works?

A—No

Q—Do you think if you had opened them more people would have come on?

A—Possibly

Q—So far as these figures are concerned it seems the Bhils did not commence to come on your works in any great number until you increased the number. Was the coming on the works in March, when they were increased, connected with that increase of the works or more with the pressure of distress?

A—I would connect it with three things first, the increase of the works, second, the intensifying of the distress, and third, the change in the system of payment.

Q—Quite so. What system of payment had you on the works?

A—Piece-work

Q—With fining? They were paid according as they earned?

A—Strict payment by results

Q—Did you find the people were able to earn enough on payment by results?

A—I found as a matter of fact that they did not earn a sufficiency.

Q—Now, do you think that if your establishments had been stronger and more reliable and acceptable to the Bhil population, that they could have stimulated them to work, and that a different result would have been procured?

A—Not to any great extent.

Q—You mentioned in your statement, paragraph 40, various defects in the system of work which had an injurious effect upon the works. You say the *muladdam* did not always act fairly, that he would appropriate part of the gangs' earnings and pocket the wages of the absentees, and so on, and then in paragraph 43 you mention certain circumstances with regard to the treatment of children, which were more or less obnoxious to the Bhils. Did not these things operate on the Bhils to keep them away from the works?

A—To a certain extent

Q—And were these things altogether the result of deficient control or management over the works?

A—I think it was more owing to the system we adopted

Q—Did you not think that the points you have noticed in paragraphs 40 to 43 were defects which might have been corrected if the establishments had been stronger and more reliable?

A—They could have been corrected at the commencement. If we had had a more sufficient staff

Q—And a more reliable staff?

A—Yes, so far as *muladdams* and others are concerned

Q—Who are the others? The *karluns* and the sub-overseers?

A—I do not mean the sub-overseers, the *muladdams* and the *karlun* establishment

Q—Then you had a great increase of numbers in March. As to gratuitous relief, when did it commence? How many villages have you in your two *talugas*?

A—Two hundred and nineteen

Q—When did you commence to make out your lists for gratuitous relief?

A—About the same time that we started the large public works

Q—That was in October. But you did not bring any people on relief in your villages in October?

A—There was very little of it.

Q—Not a soul, according to these figures. Pressure began, as you say, in August. You opened your test-works in September, you converted one test-work into a relief work in September, the other in October, but you never brought any person on gratuitous relief. How do you explain the failure to bring any persons on gratuitous relief during September and October?

A—Our lists were ready by the end of September or thereabouts

Q—Were they ready for all villages or only for some?

A—I remember having issued orders to my *taluga* officers

Q—I do not wish to know that. I ask you for an explanation of your failure to bring persons on gratuitous relief in September and October

A—One reason was the insufficiency of Circle Inspectors

Q—What and when was your first action in the establishment of village gratuitous relief?

A—In September. We appointed circle inspectors for the Dohad and Jhalod *talugas*, two each.

Q—Were these appointed for general purposes?

A—They were meant to partly encourage the people to come on works, and they also had orders to look into certain urgent matters connected with the revenue, but not with the collection of it

Q—Your orders to them were to make out lists in accordance with Article 57?

A—Yes

Q—What was done during September or October in that way?

A—They were busy moving about the villages

Q—Did they send you weekly reports?

A—Yes

Q—Can you say that they did anything in September and October? Because according to the figures before me they did nothing?

A—There was very little done in gratuitous relief in those months

Q—But if they were going about organizing gratuitous relief, one would expect some result from it. Now in November the number of persons brought on gratuitous relief in the whole Panch Mahals was 47, in December the total number was 53, in January 21, in February 136, and in March 463. At that time the mortality in March was 18.69 per mille per mensem, that is to say it was eight or nine times the normal. Will you explain to me why nothing was done, because practically nothing was done up to the end of April, when there was 788 people on gratuitous relief, that is to say 25 per cent of the population of the affected area?

A—There were several reasons. The first was that we did not get a sufficient number of circle inspectors.

Q—That is inadequate establishment?

A—Secondly, the habit of the Bhils living scattered in huts—each in his own field. That would go with reason number one. Then there were only *banias* in six villages out of the 219 we have. Thirdly, knowing the Bhils as we did, the idea was that if in the beginning we gave gratuitous relief to them too freely, the able-bodied who were fit to go to relief work would not do so and demoralization would set in.

Q—So to prevent demoralization you gave no relief at all?

A—That was not the principal reason. Our circle inspectors were quite useless.

Q—What pay were they getting?

A—Rs 25 each.

Q—From where were they taken?

A—From the *larkuns*, *moharrirs* and writers in the various offices.

Q—People, I suppose, who in ordinary times did not do more in the way of travelling than to go from their houses to the *kachahri*?

A—Yes.

Q—And you expected them to travel all day long, 20 miles in the sun. Had they ever got outside a horse in their lives?

A—They were supposed to have. They were given an allowance for riding.

Q—We have got it that while distress was increasing by leaps and bounds in your district, and while your mortality was going up by leaps and bounds, you did practically nothing in the way of gratuitous relief—only 788 people on the 28th April out of a population of 120,000 being relieved. The Bhils did not come on the works up to March because of various reasons. There was no gratuitous relief given to them in their villages. How did they manage to get on? Do you attribute to the fact of their not going on relief works and to the total destruction of their crops and to the absence of gratuitous relief in their villages, the mortality which rose to 28 in April? Am I justified in inferring that that mortality was due to the failure to take any steps to bring labour to their houses and to give gratuitous relief?

A—The nature of the people themselves prevented effective measures of relief.

Q—Could you not have got better circle inspectors?

A—We tried our best.

Q—It was stated here in evidence the other day that the cashiers of the public works were inefficient and insufficient, and that when schoolmasters were employed the people were better satisfied. Could you not have tapped that supply?

A—The idea struck nobody till April.

Q—Is there a Government *telati* in your *taluqdari* and *inamdari* villages?

A—There are none appointed specially for the villages.

Q—Were any other persons except *telatis* and *patels* employed in Government villages getting out these gratuitous relief lists?

A—No.

Q—What was done in those *inamdari* and *taluqdari* villages, if there were no *telatis* there?

A—The *telati* of the Government village was responsible for working in combination with the *inamdars* and *taluqdars*.

Q—You opened poorhouses and kitchens in February?

A—Yes, kitchens were opened earlier.

Q—The earliest kitchen I have figures for is for February.

A—There may be some mistake in the figures, because I remember there being Public Works kitchens on the large works in October.

Q—That is a different thing. I am not talking about Public Works kitchens. I am talking about gratuitous relief kitchens.

A—Village kitchens were not opened till the monsoon. Poorhouses were opened in January, especially in Dohad.

Q—The number of those gratuitously relieved who were attached to works was in February 2,247. Were any persons sent from villages to get cooked food at any depot in your *talukas*?

A—Yes.

Q—What was the nature of your organization?

A—We had a poorhouse in Jhalod town and the kitchens were about ten miles from that attached to the large public works. People used to wander from villages into the towns.

Q—But did you send them with tickets from the villages into the towns?

A—In a very few cases.

Q—In May your gratuitous relief took a jump up from 788 to 4,775, and in June you had a greater jump. You got to 20,000. What was the reason? Was an administrative change introduced or orders issued?

A—There were two reasons. Cholera made the people leave relief works in May and we received orders stating that these people would be in danger of starving in the villages and directing they should be put on dole for the time being.

Q—That accounts fully no doubt for the increase in May I suppose the cholera scare drove people to their villages and the effect of that became more apparent in June, consequently your large increase in June is explained That is a perfectly reasonable explanation

A—There were other reasons Simultaneously with the cholera scare we got seven more circle inspectors for each *mahāl*

Q—You increased your establishment?

A—We tried to increase it from the beginning

Q—And that accounts for the still further increase in July? I suppose the rains came on then?

A—That was the third reason

Q—People who were unable to labour at the works came on your relief list?

A—Yes

Q—What was the reason why you could not get a sufficient establishment earlier?

A—No one was willing to serve in the Panch Mahals for Rs. 20

Q—But you got them at the unhealthy time of the year?

A—We got them from the Survey Department

Q—You took on permanent officers Do I understand that up to that time you had got on as best you could with temporary officers?

A—We had no temporary people, they did not come at all

Q—But your establishments—were these all permanent men?

A—Yes, we could not get a single temporary man

Q—Is there an opening in your *talukas* for village work if such a state of thing again occurs?

A—There is a large number of village tanks which could be worked, but they would not pay

Q—But they would be useful to the village?

A—Yes

Q—As useful as these roads you have made or these other works?

A—Not so useful, but still useful

Q—Do you think it would be possible in a future emergency, instead of looking about for these Public Works subordinates, of whom you do not speak highly, to entrust the construction of these village works to the village community, the respectable men of the village, keeping a responsible highly paid officer visiting the village once a week or ten days to see how things were going on? Do you think the people would get from the headmen of the village, whom they know and who are more or less subject to public opinion, as fair dealing as from Public Works subordinates?

A—Unfortunately there is not a village *panch*, there is only one *mukhiya*, but he is as illiterate as his men and as useless, he cannot even sign his name and knows next to nothing He could not be trusted with the management of a work

Q—Yes, but do you not think these men might be employed as successfully as *karhuns* or *mukaddams*?

A—I am afraid not

Q—As to the general high rate of mortality in your *talukas*, had you many immigrants from Native States?

A—Yes, a good many

Q—Was there much emigration or distress among them?

A—A good deal later on They did not come in large numbers at first and there were not many emigrated

Q—Do you attribute much of the increased death-rate to these immigrants?

A—A good deal of it

Q—Can you give me any estimate of the number of people who came over seeking relief from Native States? Would you say there were 10,000?

A—A good deal more I think once it was 20,000

Q—And the mortality amongst them was considerable?

A—It was double the mortality among the same number of our own people

Q—Have you noticed the Bhils are a good deal indebted? Are they, in spite of that, the recorded owners to any extent of certain fields?

A—Yes

Q—Do you find that their creditors are ordinary *sowcars*, the regular money-lending class, or cultivators who have been lending money with the object of consolidating fields into large holdings?

A—They are neither ordinary *sowcars*, in the sense of the word we understand, nor cultivators, but petty tradesmen, petty *banias*

Q—Are they agriculturists themselves?

A—No, only a very few of them may be

Q—Do you find any tendency towards the growth of a class of substantial cultivators who are consolidating small holdings into larger holdings?

A—No

Mr Nicholson—You say that people were kept two or three weeks waiting for their wages that was a matter of your own observation?

A—Yes

Q—Was that from the beginning?

A—Not quite, but particularly from the time that the piece-work system was commenced.

Q —How long did that inability to pay last, till May?

A —Till March

Q —Up to that time it was a common thing?

A —Yes

Q —How did the people subsist during those two or three weeks that their pay was in arrears?

A —First of all they lived on the flesh of the cattle

Q —On the works?

A —Yes, they had their cattle. They were all agriculturists. They killed their cattle, and if they had not cattle of their own they would rob other people's cattle.

Q —Then they subsisted not on their wages but upon other resources?

A —They supplemented their wages by these means. Their wages were received every week but the payment they received one week was for work done two or three weeks ago.

Q —This irregularity went on till March, and then the schoolmasters came to the rescue?

A —Yes.

Rao Bahadur Syam Sunder Lal —What was your organization for the Indian Famine Relief Fund?

A —We had extra *karhuns*, and a special relief officer.

Q —Had you no local committees in your *taluka* towns?

A —We tried to form committees, but they were failures. We tried to organize private charity too.

Q —But when you got money from the Indian Famine Fund, it was spent by yourself or your subordinates?

A —Yes

Q —How was it spent?

A —Chiefly in giving small sums for seed and for maintenance of people in the monsoons. In the beginning we spent it on comforts for the poor.

Q —Did you give them cattle?

A —Not cattle, but money for cattle.

Q —Did they make their own purchases?

A —Yes, mostly, because they could make better bargains than we could have done for them.

Q —Had you orphans?

A —Yes

Q —Also supported by the fund or by the Government?

A —They were kept in poorhouses.

Q —Were there any Hindu orphanages?

A —Yes

Q —You say your village relief lists were ready by the end of September?

A —About that time.

Q —Lists of all villages?

A —There might have been a few not ready, owing to the insufficiency of circle inspectors.





## Khan Bahadur S. M. Bharucha.

*Replies by Khán Bahádur S M Bharucha, District Deputy Collector, Panch Maháls, to the questions drawn up by the Famine Commission.*

### *Introductory.*

1. When the rains of 1899 commenced, the outlook was decidedly good, as the previous year's harvest was plentiful, and the monsoon burst in time

The kharif of 1898-99 was a bumper crop and the rabi a good one. The kharif crop being specially of maize, the staple food of the Bhils, the people were contented and happy. The kharif harvest of 1897-98 was also plentiful, the rabi, consisting of gram and wheat sowings, was not good, owing to absence of late rains in December and January. Still, on the whole, the year was a happy one for the cultivators

(a) The average rainfall is  $32\frac{1}{2}$  inches

(b) The actual rainfall in the rainy season of 1899 was 15 inches. It represented 46 l of the average. But even this was not evenly distributed

(c) The rains ceased virtually in July, for though there was about 4 inches of rain in September, yet it was only local at and around Dohad, and proved of little use

(d) In June of 1899 the rainfall was 7.40 inches as compared to 4.74 of the average. In July only 2 inches as compared to 9.31 inches of the average. August went quite dry, while on an average there is 7 inches of rain in the month. In September the rainfall recorded was 4.92 inches as compared to 4.82 of the average. In Jhalod it was worse, there being no September rains there

### *Preliminary Action*

7. The observed facts that led me to think that the machinery of relief should be set in motion were—(1) the abandonment of Bhils by their sávkars so early as August (it being well known that the thriftless class of Bhils could not do without their sávkars even in best of years), (2) the occurring of petty robberies and dacoities pretty frequently, a sure sign that the Bhil was betaking himself to his predatory instincts for want of means, (3) the selling in taluka towns of innumerable head-loads of fuel and fodder every day by Bhils, that being their only source of livelihood for the time being. The supply owing to surreptitious cutting of trees in reserved forests was so far beyond the demand that fuel and timber was sold in the bazar at ridiculous prices, and later on a number of new houses sprang up both in Dohad and Jhalod towns, and (4) the rising of

Bhils in a body in Jhálod Mahál for plundering Banias, a sort of grain not that subsided as suddenly as it began, though not before some casualties had taken place

8 The measures first undertaken were two test works. Both were small works undertaken at the expense of the Local Board, *viz* the excavation of tanks

The tests applied to gauge the extent of the distress were—(1) the lowest rate of payment was adopted in accordance with Famine Code, in other words, famine wages were paid, and (2) the people were asked to bring their own implements and baskets as the tools and plant of the Local Board ran short.

11 The sequence of relief measures was\* as follows —

(1) Test works

(2) Large relief works under the Public Works Department, and kitchens on the works.

(3) Organisation of private charity in Dohad and Jhálod towns (*viz*, opening of cheap grain shops and feeding the weak Bhils that were begging in the town of Dohad. The measure was partial and had to be abandoned for want of funds and sympathy from the towns-people).

(4) Opening the Government forests for free grazing to cattle

(5) Poor-houses

(6) Village kitchens (This was in the monsoon of 1900)

12 (a) and (d) When it was found out after opening the test works that the distress was really severe, regular large relief works had to be opened in the middle of September. Simultaneously, *i.e.* from 25th September, four Circle Inspectors were appointed in Eastern Mahals, both for observing the general condition of the people and to arrange for village relief. As time went on and distress grew intense, more Circle Inspectors were appointed in May when cholera scared away thousands of people from the relief works. Extra Aval Káikúns were appointed in both the Mahals.

(b) No special agency was appointed to stimulate the local employment of labour, and, in fact, there was not much scope for work in that direction. But, as stated in answer to question 7, a large number of new houses sprang up in Dohad and Jhálod as a result of the sale of cheap timber in the towns

(c) Meetings were held both by me and taluka officers of well-to-do townsmen, and once the Commissioner, N D., himself pointed out in the Dohad Municipal Hall to merchants and others their duty towards their famine-stricken brethren, but the result was in no way encouraging

13. Yes, the loans were issued at the outset Rs. 6,500 were advanced in Dohad under the Land

Improvement Loans Act to cultivators for purpose of irrigation. No unusual conditions were attached. They were recoverable in whole. Small sums were given also for buying seed for fodder and rabi crops under the Agriculturists' Loans Act.

14 The soil in my charge is mostly stony and so irrigation facilities are scarce. Wells sunk for irrigation have often failed, it being hard to break through the rocky layer. When the soil was black, however, wells could be made.

I cannot state exactly the average depth below the surface of water on the cessation of the rains in 1899. It was *about* 25 feet. The digging of wells was encouraged by loans as said in answer to question 13.

(a) They were successful in securing the crop on the ground only where good springs were tapped while making the wells. That was in a few cases.

(b) The wells were successful as a permanent improvement in a few cases, as excavation in many of the wells had to be abandoned owing to layers of stone.

(c) In exceptional cases only was hired labour employed for the digging of wells. Most of the wells were excavated by the grantees of loans who were petty cultivators and little better in condition than labourers.

15 See answer to question 8. The test works were conducted under the immediate supervision of the village officers and under the general supervision of the taluka and district officers.

16 The allotment for test works being under Rs. 500 each, they had to be closed within a fortnight. People were, however, fined if the allotted task was not completed. The system adopted was not a regular task work system, but a combination of piece-work and task work. A plot of 100 cubic feet was marked out and given to a family. Payment was made individually at 0-1-9, 0-1-6 and 0-1-3 per man, woman and working child, but they were fined proportionately if the chowkrie was not finished at close of day. The system, however, was not regularly tried for any time, as, before it was in proper working order, the test works had to be closed owing to their not being able to stand the rush of people.

Task was not allotted to individuals, but families.

Previous occupation was not considered, most of the people attracted being cultivators.

17- Payment was not in *strict* proportion to results, but, as said above, they were fined (the record shows they were fined a pice per day) if the chowkrie was not completed.

There was a maximum wage, inasmuch as no one was given more than 0-1-9 per day, however much he worked. There was no minimum wage or rest-day allowance or an allowance to dependants.

15 The rush of labourers to the works For the Gamla Tank Rs. 400 were sanctioned. It was opened on 23rd August 1899, when there were 91 people on it, on the 24th there were 330, and on the 25th, 501. It was closed on 5th September.

### *Large Public Works*

20 There was no delay in opening the works, but in the beginning, when the people rushed to relief works, there was sometimes a cry for tools. The officers in charge said they could not take up people when they had no extra tools, and people had in a few cases to go back unemployed This was, of course, remedied in time

23 No system of selection was tried for admission to the works, but Circle Inspectors had orders to give tickets of admission to those that wanted them so that there may be no delay in their being taken up. No distance test was insisted on

Residence on the works was made compulsory about a month or two after the starting of the works, when sufficient hutting accommodation was provided The workers on this struck work for a day or two, but had to give way People coming from distance generally resided in the camp, those of surrounding villages used, in spite of restrictions, to run home in the evening, and later on, when the accommodation itself proved insufficient owing to increased numbers, residence in the camp was not compulsory

24 In the beginning, when the people for one reason or another do not come to relief works in large numbers, a large public work capable of entertaining two charges of 5,000 persons each, may be expected to serve (and in fact did serve) the whole Eastern Mahals, being, roughly, 600 square miles and containing a population of about a lakh Later on, however, when the distress grows intense and when payment has to be more liberal and regular (as people come in various stages of weakness), such a large work serves only half or even one-third of population, or, which is the same thing, the number of such works has to be doubled or tripled

Applicants for relief went long distances when all their means were gone. In the beginning people wanted to have work at their own doors They pulled on without having resort to relief works as long as they could and then flocked to them in numbers, walking 10 or even 15 miles distance But this had one drawback People that went so late to the relief works were distinctly weaker than those who went from the beginning Many of them could not do the task allotted, earned only the minimum wages, and fell easy victims to famine diseases People from the surrounding Native States who dragged themselves to the relief works and kitchens in various stages of weakness, came from 10, 15 and sometimes 20 miles' distance.

26. Yes, there was a Civil Officer for each charge First, owing to want of men, Civil officers were taken from men of karkuns' class, their

salary being from Rs 30 to 40. Later on, whenever available, European officers from the Salt and other Departments and Mahomedan Graduates from North-West Provinces were put in as Civil officers. The "officer in charge" was always a Public Works Department officer and not Civil officer, but still the latter had general supervision of the work, his special duties including all the eight heads specified in Section 426 of the report of the Famine Commission of 1898, except head No 3, "the calculation and payment of wages," which was done by the Public Works Department subordinates.

Both the "Civil officer" and the "officer in charge" were independent of each other regarding their own special work, but the Civil officer was responsible for all matters not strictly technical, and he had doubtless authority to assure himself that measurements were correctly made.

31 The Code task system was not introduced from the outset. The system first adopted was payment strictly by results. Later on the Code task system was introduced. So far as I am aware, the two systems were not carried on simultaneously either in the same sub-division or on the same work.

32. My experience has led me from the beginning to agree with the Famine Commission of 1898, that a system of payment by results was unsuited to conditions of acute distress or acute famine. Though started in time, relief cannot, in my opinion, be adequately afforded in cases of severe famine by works conducted throughout on a system of payment by results (except in the case of small works where work is taken on the system of family parties; even then the rates have to be liberal if adequate relief is to be afforded).

I shall give reasons for my opinion. All people, and specially the jungle tribes of Bhils, are averse to taking advantage of large relief works so long as they can hold out. They are lazy, they are unaccustomed to steady labour, and they are unwilling to leave their homes and cattle. They, however, do go to relief-works when all their resources are exhausted and they are reduced in strength. When such people are formed into gangs of 50 (even though they belong to the same villages, which is not always the case) and are paid strictly by result, it is clear they are dissatisfied, first, because, not turning out good work, they are not paid fully, and second, because, even among themselves, there are some who try their best and others who idle away their time or shirk hard work, while the wages are distributed equally between all, as the work turned out by the gang is measured as a whole. The hard-working accordingly get no encouragement and naturally get lazy themselves. The result is that the wage becomes still reduced, as payment is strictly in accordance with results. I have often seen whole gangs not earning more than 2 or 3 pice per day per adult, while grain was being sold at 18 or 20 seers per rupee. Insufficient food meant Bania's debt or still less wages and a dangerous limit being

reached, the minimum wage had to be introduced in the month of March.

34 The scale of wages adopted was adequate at the outset, but as the laziness, the ignorance and the abstinency of the Bhil had to be taken into account, the piece-work rates were soon found to be inadequate, and deviations had to be made from the standard wage scale gradually till in the months of May, June and July (when task-work system was adopted) the wages were really liberal.

The effect upon the condition of the workers, of the scale of wages adopted at different times, could not be well gauged on the relief-works at the beginning. Many Bhils when they saw that they could not or did not get as much as they wanted, rather than stick on, used to desert the works and take to wandering lives in the taluka towns. They were sent back to relief works if fit, if reduced into neapables by then loafing about in the towns (where private charity was of the scantiest), they were taken to the poor-houses. (The daily fluctuations in the numbers on the relief works bears testimony to my statement) But still, though the people on the relief works continued to appear fit, the work did not attract as many people as it should have done looking to the prevailing distress. If there were 100 new arrivals, there were perhaps 40 or 50 runaways per day. But the introduction of the Code task system changed matters in March and April, and the number that fluctuated at about 8 or 10 thousand, went up with a bound to about 30,000.

It may be surmised that the liberal wages from March to the bursting of rains in July should have excellent effect on the condition of the people. That it would have had, but unfortunately two strong circumstances intervened and spoiled the game. First, the outbreak of cholera on relief works which scattered people in all directions for a time, and second, a continuous stream of Native States people on our relief works (specially in Jhalod Mahál) in all stages of debility and exhaustion, many of whom it was impossible to save.

Besides Bhils, there were a few professional labourers, such as Kohs, Ráyputs, Garis, &c. It was found in a few cases by me personally that they had saved upon their earnings (in the piece-work system), and consequently orders were issued not to pay such more than maximum wages.

Yes, the copper coin returned freely to the Baniyas on the works, and arrangements were sometimes made by the Public Works Department cashiers to exchange rupees with the Baniyas for the copper they had collected.

38 First, payment was ordered to be made weekly. But owing to lack of requisite number of cashiers and some other difficulties best known to the Public Works Department, payments were rarely made for the week; it was a common sight to see wages in arrears for two and three weeks,

From the month of May, however, when village school-masters were made sub-cashiers, payment was ordered to be made daily. It is still being made daily at the Muvahia relief work

My experience has led me to think that more frequent payment than weekly is both desirable and practicable. It is desirable, because (1) Bhils do not go to relief works in time through laziness, ignorance and obstinacy, and have consequently no means to fall back upon while payment was getting in arrears, and (2) because few have credit with the Bannas, even on relief works, and (3) because devoid of thrift and foresight as they are, they would squander the week's wage in two or three days, eating even such dainties as cocoanuts, and sweets and would half-starve themselves on handfuls of grain and mhowra flowers till the next pay-day.

More frequent payment was practicable, as was shown by the Commissioner, N D, appointing all village school-masters to do duty as cashiers on relief works

39 First, the orders were that people who first came to relief works should be given wage for that day at once. After that the payment was made when all others were paid. Later on, all new comers were ordered to be paid daily the first week, but even this did not mend matters much, as the thriftless Bhil, instead of saving even a trifle every day, used to eat up the wage as soon as it was paid.

I found that payment otherwise than daily threw the workers seriously into the Bania's debt. As it appeared that the Public Works Department found it difficult to make payment regularly every week, and also that the Bhil by himself had little or no credit with the Bania, we had to interfere and, adopting the chit system, had to make the Bania advance grain to the Bhil. The system adopted was this. First, the gang karkuns used to give chits on the Bania for grain to the workers and when the pay-day arrived, used to make the mukadum first pay the Bania and then distribute wages among the workers. This, however, gave rise to innumerable petty wranglings and frauds on the part of mukadums, and the upshot of it all being that the Bania refusing to credit the gang karkun's chit, another system was tried. The gang karkuns were ordered to give notes to the mukadums every evening, giving roughly the amount of work done by the gang for the day and its equivalent in money at the prevailing rate. The mukadums were to take the notes to the Civil officer who issued another chit on the Bania, giving names of persons in the gang who asked for grain, the Civil officer taking care to see that more grain was not given than the quantity earned (roughly calculated) by the worker. A counterpart was kept by the Civil officer, who used to keep the Bania present at the pay-day, with all the Civil officer's grain notes. This gave a lot of work to the Civil officer for some time, but when the minimum wage was introduced, matters were much facilitated as the Civil officer had simply to



order the Bania to advance only the minimum wage's worth of grain, no calculation of the work turned out being required. The chit system was abolished as soon as daily payment came in vogue.

40 First, when the system adopted was payment strictly by result, payment was made to mukadam or head of the gang who used to distribute the money among the workers. This gave rise to complaints—(1) the mukadam used sometimes to give a little more to his favourites saying they worked harder, (2) although he was getting his own daily minimum wage separately, he would again go shares in the gang's earnings; and (3) he would pocket the wages of absentees or those who deserted the work before payment was made. Accordingly orders were issued to make payment to individuals even though the piece-work system was going on. On pay-day the gang kárkún on learning how much the gang had earned for the week, used to distribute the amount in the muster-roll, adopting the system of units. When the Code task system was introduced, the payment was of course made to the individual.

For reasons given above, I prefer the method of paying to the individual.

43 The maximum wage was the Famine Code maximum wage which used to fluctuate with the price of grain.

Children of those on work were taken to the kitchen on the work to be fed twice a day. But Bhil parents through ignorance and superstition were not in the habit first of sending their children to the kitchen till they were coaxed. As keeping the children in the kitchen enclosure the whole day so that they may not disturb their parents on work, made the parents more reluctant than ever to send the children to the kitchen (the Bhils' habit of sharing even a crust of bread with his children and family members is well known), the measure was abandoned.

Weakly persons capable of some work were given task work with a minimum wage. I do not prefer giving them piece-work at favourable rates, as even able-bodied Bhils proved a failure at that, though piece-work rates were more favourable than in any other district so far as I am aware.

#### *Small Village Works.*

50 The small village works played a minor and a very late part in the scheme of relief. They were not ordered to be started till the month of June.

51. They were only tank excavations.

They were conducted under the supervision of the Civil agency by direct management. The sequence of management being—

- (a) the village-officer and the Patel,
- (b) the Circle Inspector,
- (c) the Extra Aval Kárkún or Special Relief officer;

97

(d) the Taluka officer,

(e) the District officer.

55. No attempt was made to work the Code task system. Payment was made by the piece at 6 annas per 100 cubic feet for a lead of 150 feet or less and 8 annas for over 150

Employment was not confined to special classes, but people from any village were taken on. The small works were, however, not opened within 5 miles of a large Government relief work.

56. No system of selection of applicants for relief was tried, but care was taken to see that people were not encouraged to desert the large relief work.

57. No large public work and small village work existed within five miles of each other as said above. Moreover, the rate of piece-work at the small village works was not so attractive as the scale of wages prevailing at the large works, where the Code task system was liberal after the outbreak of cholera, as stated in my answer to question 34

58. As said above, the small village relief works were started late, and in order that they may not compete with large public works, the piece-work rate was not very attractive. Of the six small works, one or two did not attract people at all, while at none was the number of persons employed ever above 400. But still after 12 months' experience of famine, its effects upon the Bhils, and the working of the large public works, I am of opinion that small works and not large should form the backbone of famine relief in a district where people are backward and consist mostly of aboriginal tribes. My reasons are as follows —

(1) Laziness is inherent in the Bhil, and if he has to exert at all, he would much prefer doing so close to his doors to walking some miles to find out work.

(2) If there is no work close by, experience has proved that he would live on half rations for days together at home and grow weak rather than go to large relief works at once.

(3) He hates camping life and compulsory residence on large relief works.

(4) He is afraid to leave his home for fear that his cattle may be stolen or his house plundered (cattle-lifting is a very common offence among the Bhils).

(5) While at work on his own tank, he works with interest and zest. Work to him on the large relief work is insipid.

(6) Setting aside the point of view of the Bhil, the drawbacks to large relief works are (a) the works are not always completed, (b) enormous expense is incurred after hutting, sanitation, and water-supply, (c) payments are not strictly regu-

lar, (d) kitchens and hospitals have to be put up, and last but not least, (e) there is the continuous danger of a violent outbreak of cholera

### *Special Relief.*

61 Only for a short time batches of fairly able-bodied inmates of the poor-house were engaged for some time on the work of private utility, *viz*, weeding fields, but it was not at public expense. In the month of July or August about 25 inmates were sent with a mukadum to some Boris' fields for weeding for about a week. The Boris gave about 3 or 4 pice per day which was credited in the poor-house accounts. The thing was not, however, on any large scale.

65 Measures taken to prevent mortality of cattle, were—

- (a) cheap sale of compressed Government grass;
- (b) offer to take starving cattle to grazing grounds in Thana (which however was not taken advantage of by the people), and
- (c) placing a few persons on dole simply that they may remain at home and take care of cattle.

The first measure was successful to some extent in saving cattle, but the quantity of fodder was limited and the number of cattle enormous. Naturally thousands therefore died.

### *Gratuitous Relief.*

67. Dependants were relieved on large public works in kitchens with cooked food.

No provision was made to relieve dependants on small village works—(1) because dependants were not brought by workers on the small works, there being no hutting accommodation, (2) because the piece-work rate was supposed to suffice for workers and dependants, if the former only exerted themselves, and (3) because such were generally already on dole in their own villages.

68 Grain dole was most employed. Village officers used to give chits to Banias either daily or twice or thrice a week (if the Bania's shop was not in the village) naming the persons that were on the dole list and asking the Bania to give the quantity of grain specified against each name. The Bania would make his weekly bill, which would be cashed at the Taluka treasury after being scrutinised.

Cash dole was not given because (a) the village officers could not be reckoned on with the cash, (b) because it could not be paid daily, and (c) if so, the Bhal could not be trusted to make the cash last till the next dole day, he would make over-hearty meals for the first two days and go hungry for rest of the week.

Village kitchens were started in the monsoon in two or three places, but people did not like to eat

cooked food, the Patel and Talati could not be trusted, that the requisite quantity of food was cooked and it was not certain that cooked food was carried to those that were sick and could not move

69 The distribution of village relief went beyond the classes mentioned in paragraph 141 of the report of the Famine Commission of 1880, in two or three cases (*Vide* answer to question 77)

The recipients of gratuitous relief were selected by officers like Circle Inspectors, extra Aval Karkuns, &c, with the help of persons of local knowledge, viz the Talati and Patel

Admission to gratuitous relief did not require compliance with the test of eating cooked food, except in village kitchens, a few of which were started in the monsoon

71 Yes, poor-houses were used as depôts for vagrants and immigrants. In fact, vagrants had to be taken to the poor-house in spite of themselves, simply because they preferred to loaf about and die

Many weak immigrants from Native States were in the poor-houses. Sometimes *able-bodied* vagrants and immigrants were collected, given a feed or two at the poor-houses and drafted to relief works. But the loving instinct was predominant, and such people did not care to work on the relief works, they would again loaf about in the town and grow weak till they were carried by sheer force to the poor-house by search-parties in the town

Persons who refused to work were not sent to the poor-houses as a punishment.

72 Yes. In the commencement the Hospital Assistant was every day admitting and weeding out people. Those that grew fat on poor-house rations would not remain on the relief works but would seek to be readmitted, while others, on the contrary, would neither go to relief works nor come to the poor-house as said above. Later on, people were sent home from the poor-houses and put on dole. This was when the monsoon burst

74 The village gratuitous relief lists were drawn up by Circle Inspectors who had orders to visit every village in his circle once a week. If a person eligible for dole was discovered in the interval, village officers had orders to place him on dole and report the matter to the Circle Inspector. The lists were checked by extra Aval Karkuns, special relief officers and taluka and district officers. The recipients were inspected every time the checking officer visited the village, as without inspecting the recipients there could be no checking of the lists. The checking and inspection grew more frequent as the inspecting staff increased. (*Vide* answer to question 69)

75 Payment was made (a) in grain, (b) daily if the Bania's shop was in the village, or bi-weekly, and (c) at the Bania's shop

76 Gratuitous village relief was given also—

(1) to those that took care of cattle at home while others went to relief works,

(2) to those village servants who were not given remuneration in cash and who had no means whatever, and

(3) to cultivators and dependants when the monsoon burst who had received no tagávi for maintenance

Relief to the 1st class ceased as soon as monsoon broke and to the 2nd and 3rd class when the new harvest was reaped

78 Cheap grain shops were opened at the commencement of the famine, but not at public cost. Some private subscriptions were collected and a shop was opened at the taluka towns under the taluka officer's supervision

The shop was opened only for poor cultivators, especially Bhils, and admission to their benefit was regulated at Dohad by requiring certificates from village officers as to the condition of the applicant. Not more than a day's supply was given for him and his dependants. But the subscriptions collected being small, and the number of applicants being abnormally large, the shops had to be early closed. The relief given was tentative and the cost at Dohad was Rs. 828

84. In no way, for the relief given thereby was small and for a very short time.

#### *General.*

92 The people in receipt of relief belonged mostly to agriculturists' and labourers' classes, most of the former were Bhils who were either State ryots or 'Tálukdárs' and Inámdárs' tenants. The tenure of the latter was not so secure as that of State ryots, depending on the Tálukdár or Inamdár's will, but virtually it can also be called a secure tenure

95 There was not only a contraction but a positive cessation of private credit so far as the Bhils were concerned. From the outset the sowar abandoned the Bhil, and there were strong reasons for that. Usually the Bhil has to depend entirely on the Bania, even in best of years. The Bania gives him seed, the Bania gives him food, and the Bania even pays the land assessment for the Bhil. When the crop is harvested, the Bania is ready with his cart at the Bhil's house and sweeps off almost the whole crop. And this is good in one way, for if the Bhil were to possess the crop, having no foresight, he would barter most of it away in a few months for liquor and sundry dainties and then go half hungry till the next harvest, while, under the ordinary arrangement, the Bania takes away the crop and keeps the Bhil alive till the monsoon. But the Bania was after all a broken reed, directly he saw that the monsoon was a total failure, and that there would be no crop, he ceased advancing grain to the Bhil.

I have not met with any instance of reluctance on the part of people to exhaust their own resources

before accepting State relief except in case of a few town-labourers and Mahomedans. On the contrary, I have seen scores of instances of reluctance on the part of Bhils to accept State relief before exhausting their resources

97. Birth and death registers are kept with village officers who have orders to remain in the villages. Directly a birth or death takes place within village limits, the person concerned informs the Kotval or the Patel, who gets the occurrence duly registered by the Talati. All superior officers examine and check these registers either by collecting all village people or by visiting houses.

98, 102, 103 and 104. Statistics no doubt show a very high mortality in my charge, viz. 7 times the normal. Most of it is attributable (a) to diseases connected with unsuitable food, (b) to immigration from Native States, and (c) to cholera.

(a) Increased mortality amongst the Bhils in my charge was doubtless due to bad food. In the beginning when people could not be induced to go to relief works soon and when fuel and fodder (or sale-proceeds of which they were maintaining themselves) sold so cheap, the Bhils stuffed themselves with any bad food they came across. First, they lived upon flesh of their own or other people's cattle and then on old mhowra flower which were selling cheap. I have met lots of people in the forest (a) scraping off the bark of *sáda* trees, (b) plucking the leaves of *tamarind*, (c) collecting the red flowers of *simla* trees, and (d) gathering the wild fruit of *omra* and *timera*. They would eat the wild fruit either raw or boiled and the bark and the flowers they would dry and grind and mix with a little flour and bake into bread. Few stomachs could stand such stuff. The natural consequence was that many developed various diseases, especially diarrhoea.

(b) Exodus of famine-stricken people from Native States has played an important part in my charge last year. The Eastern Maháls are surrounded on all sides by Native States, no less than seven in number. In fact, my sub-division is isolated as can well be described as lying almost outside the Presidency proper. Immigrants from these States were coming throughout the year both to our relief works and towns. It was not possible to count them, for the simple reason that they rarely gave out their true whereabouts. The immigration was specially noticeable in Jhál Mahál, where it is estimated that in the month of June and July 1900, nearly half the number of people on the relief work belonged to surrounding Native States. And the worst of it was that many of these Native States' people dragged themselves to our relief works at the last stage when it was well nigh impossible to save them. I think it is fair estimate to say that our mortality return has been vitiated to the extent of 15 to 20 per cent by deaths among these immigrants.

(c) Another feature in the mortality return is the number of deaths due to cholera, viz., about

10 per cent of our recorded mortality. The scourge swept through the Maháls in May as it did all through Gujarat at the time, scattering the relief workers and decimating them as it were for a time. From relief works it spread to villages, where it lingered on for more than a month.

108 Yes, in the months of July, August and September, when the wages on relief works were liberal and dole was given extensively in the villages, I heard complaints sometimes from employers of private agricultural labour that they experienced difficulty in obtaining labourers for weeding their fields.

112 Yes. Staff Corps officers were employed in supervision. A few privates of the Native Army were employed as search-parties to pick up exhausted wanderers on the roads.

I suggest that officers of the Abkari Department may be well employed on famine duty, as District Abkari Inspectors have not got much to do in a famine year.

S M BHARUCHIA,  
District Deputy Collector,  
Panch Maháls.

*Dohad, 14th January 1901.*

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*The President*—Are we right in thinking that your difficulties in Surat were not so acute as in the rest of Gujrat?

A—Yes

Q—The figures I have represent the state of the relief at the end of December Did you begin relief earlier than December

A—We carried out a few Local Fund works

Q—The crop failure became apparent in August You were then satisfied there was to be a great failure of the *kharij*?

A—No, it was not until October If we had had one more shower in September we should not have had famine

Q—When did you first apprehend difficulties?

A—At the end of October and the beginning of November

Q—Did your district enter on the famine with normal resources? Were the previous years fairly good or bad?

A—Not very good or very bad, 1898-99 had been a poor year, the rice had failed very largely

Q—You entered on the famine with only moderate resources?

A—Yes

Q—What were the first steps you took to relieve the distress?

A—We tried to get grass for the cattle, and I made arrangements to send them to the Khandesh district

Q—When did you commence measures for the relief of the people?

A—Regular relief measures were begun in November, but before that we had been giving to the worst tracts small Local Fund tank works in order to keep the people going until famine was decidedly declared We carried them out on the ordinary wages, they were works that had to be done

Q—They practically served to some extent as test-works to show whether there were any demands for employment?

A—Yes.

Q—In December I find you had 5,771 people on relief Were these on regular works or the ordinary works you now mention?

A—In December we had two regular relief works open, and those figures are, I presume, for these

Q—Very likely I also find that you had practically no gratuitous relief In February only 1 per cent and in March 3, so that your relief was restricted to labour?

A—We gave gratuitous relief in the *Mandvi taluqa* to a small extent

Q—I have no figures It may be that the people gratuitously relieved in the villages were sent to get cooked food in the kitchens attached to works?

A—As much as possible

Q—In that case they would not be shown against the villages, but as having gone to works?

A—But we had it in the villages as well, grain doles.

Q—At all events, it was not much?

A—No

Q—And it did not reach any large extension until March and you never had it very much until June Your mortality was certainly never very high, but it rose to 7.8 per cent in April and 14 per cent in May I suppose there must have been a cholera epidemic But in April it was three times the normal Do you attribute that increase in mortality to immigration to any extent?

A—To a certain extent

Q—Would it account for 1 per cent of the increase?

A—The mortality in April was due to cholera, which began about the first week in April.

Q—Did it begin on your works or in the villages?

A—It came from the Garkwari territory, spreading from the villages to the relief works, and from there it went all over the district

Q—Can you give me any general explanation why village relief was not extended?

A—Because at the outset I endeavoured to make private charity discharge its duties as much as possible At the same time I instructed the officers to put on the doles all that needed it, strictly in accordance with the Famine Code

Q—Did you take any special steps to organize private charity in the villages? Did you establish village *panchayets* and endeavour to get collections?

A—In the larger towns and villages there were collections made, free food was given to all who came

Q—And that seemed to be adequate in the circumstances at the time?

A—Our relief was, I believe, all that was wanted

Q—Coming to public works, you had at the end of February 13,631 on works, and the numbers fell to 11,123 at the end of March Was there anything to explain that, any introduction of a change in your system of payment on public works?

A—The fall was due to the introduction of compulsory residence on all the works



Q—When was that introduced?

A—On the 17th March

Q—Before that compulsory residence was not enforced?

A—It was enforced in this way, that the people were obliged to live on the works, but not in the huts. They were allowed to camp where they liked in the neighbourhood of the works, and very probably it was worked very laxly, but from March 17th we enforced residence in our huts.

Q—Why did you insist upon it then? Was that in accordance with any order from superior authority or from your own appreciation of local facts?

A—It was in consequence of superior orders.

Q—Was it because there was a suspicion that relief was being too freely administered?

A—I believe so.

Q—In your opinion was relief in February being too freely administered?

A—I believe that on some relief works many who were not in need of relief were coming on.

Q—What class of men were these?

A—Labourers and petty cultivators who had not reached the end of their resources.

Q—At that time what system of payment was in force on your works?

A—Simultaneously with the enforcement of compulsory residence the Code task system was introduced.

Q—Do not those two things seem to you to be inconsistent, because the Code task system is introduced when relief is not adequately administered, and compulsory residence is introduced when relief is overdone?

A—The fact was that on visiting some of my works I found that the system then in force, payment by results, favoured the strong and those who did not need relief, and was all against those who were really in need of relief. When the Code task system was introduced people who were in need of relief really got more.

Q—After the introduction of the Code task system did you find that the people did sufficient to entitle them to the minimum wage, or more than sufficient?

A—For the most part they did more.

Q—But they would have received precisely the same under the payment by results system?

A—Yes, but under the Code task system we relieved their dependants and their children.

Q—So you could have done under the other. Then in point of fact it was not the intermediate system you had before. It was pure payment by results without provision for dependants and children?

A—There was provision. The workers were allowed to do 33 per cent of the task extra and get an extra wage.

Q—You might have equally met your purpose by introducing the intermediate system of payment by results with provision for dependants and children?

A—Certainly.

Q—Under the Code system there was no contumacy and therefore there is no difference practically between the two. Then there is another great drop from 4,000 in March to Rs. 8,000 in April?

A—Then cholera came in.

Q—Did it continue in May?

A—It kept on most works through April, May and part of June.

Q—Is that a sufficient reason for the great jump up in mortality to 1177?

A—The mortality from cholera was between 5 and 7 and the registered cholera deaths were very much less than the real mortality.

Q—After that the only noticeable point in these figures is the great rise in gratuitous relief in June and July. Was that due to any change in the system?

A—In June it was due to the people fleeing from cholera.

Q—That will not account for it all?

A—And when we found the people refusing to avail themselves of the relief works we began to be more generous in the gratuitous relief.

Q—Why did not they go to the relief works?

A—On different works there were different reasons. In some cases it was compulsory residence in huts.

Q—Was there any disinclination here, as we have been told in other places, on the part of the people to leave their villages to go far from their homes?

A—They would make that an excuse. But, at the same time, I have known people go of their own accord 40 or 50 miles to works.

Q—People of the same class?

A—Yes, the Mandvi *Kaliparaj* went to the relief work at Barbodhan, fifty miles away.

Q—Was that in a later stage of the famine or early?

A—In March.

Q—Would it not have been better to have had a greater number of relief works so as to catch the people at an early stage before they ran down in physique?

A—It depends upon what the object to be gained is. If it is economy few relief works would be best. If we had a number of small works we should have had all sorts of people coming on.

Q—No doubt, but there is a golden mean in most things. If you had two or three more relief works than you had, do you think you would have succeeded in preventing more people running down and getting gratuitous relief later on?

A—If the residence test had not been enforced, yes, but if we had the residence test, it would not have mattered if we had had five hundred works.

Q—They do not like the residence test?

A—No.

Q—What is your own opinion as regards the residence test? Would you be disposed to omit the residence test altogether on future occasions?

A—For the *Kaliparaj* of the Surat district I should, but for the *Ujliparaj* and other classes I should not.

Q—The latter are the usual labouring classes?

A—Yes, the better class.

Q—Is there much agricultural indebtedness in your district?

A—In parts.

Q—Do the debtors, as a rule, keep their names on the register?

A—As a rule.

Q—Do the creditors ever get a mutation of names and have their own brought upon the register?

A—My own experience is that there is no rule either one way or the other.

Q—Is there any tendency towards the consolidation of small holdings into large holdings?

A—The tendency is for the holdings to become smaller, but, on the other hand, there is a tendency for the capitalist to get hold of the land.

Q—Is there a gradual process of consolidation of small holdings in the hands of the capitalist?

A—Yes, over a great part of the district.

Q—Are these capitalists money-lenders or agriculturists?

A—Some are money-lenders and some agriculturists.

Q—What I want to know is whether there is a tendency on the part of *bona fide* agriculturists to take the opportunity of buying up small holdings to consolidate them into large properties for the growth of a large proprietary interest?

A—There is a tendency, but I would not call it a very large one.

Q—Is there a greater tendency to consolidation in the hands of money-lenders?

A—Yes.

Q—The incidence of the assessment in your district is, I think, about 12 per cent of the gross produce. I am aware that this incidence can only be approximate, and that the most careful crop experiments and estimates can only be approximate, but, on the whole, what proportion of the gross produce of an average acre of land does the Government assessment take up?

A—We have such an extraordinary range of land.

Q—Just so, I see the difficulty, but in common acceptance, what is it supposed to be in your district?

A—I should say the average would be 20 per cent.

Q—Have you a number of small holders?

A—A large number.

Q—Is it a rule for such small holders to save from a good year in order to meet a bad year?

A—They do not, as a rule, depend upon agriculture. They are partly agriculturists and partly fishermen, or labourers, or something else, and, on the whole, they save. I do not say they save out of their land, but out of their total income.

Q—I understood you to say they were indebted?

A—Those were the *Kaliparaj*.

Q—They also are recorded proprietors?

A—In the majority of instances.

Q—Are these of a thrifty nature?

A—No.

Q—Which of the two classes is the larger?

A—The *Kaliparaj*.

Q—If these people cannot save from a good year to pay the Government revenue in a bad year, do you think it is desirable that a system of suspension and remission of revenue should be introduced as an integral part of your revenue system, whereby the burden of a bad year on these people might be lightened?

A—The fact that these people do not save is not because they cannot save so much as because they will not save, and another reason is that they are so much in the hands of their *sowcars* that if you give them their land free it would not make any difference to them, and therefore if you postponed or remitted the revenue for ever you would not benefit these small landholders.

Q—But in case there is no system of suspension, in bad years the money has to come from the *sowcar*?

A—Yes, but it always comes from the *sowcar* even in good years.

Q—Therefore in your opinion the actual cultivator is a negligible quantity, we may leave him out of the calculation?

A—With regard to a large proportion of the people

Q—If the revenue is recovered in a bad year from the *sowcar*, he, I suppose, debits his client, the actual cultivator, with the amount paid on his account?

A—Not necessarily. The nominal landholder is really the tenant and cultivates on the share system, and he has nothing to do with the payment of the revenue. It is the *sowcar* who pays the revenue, so the loss is the *sowcar's*. He cannot debit the revenue paid to his client. He will debit him with the seed and subsistence, but nothing else.

Q—Is that the case in which the cultivator is practically the tenant of the *sowcar*, in which the *sowcar* is to all intents and purposes the proprietor of the land?

A—Yes

Q—On a general view of the case do you think it is desirable to treat the *sowcar* exceptionally and because he is a capitalist and to consider the question of the recovery of the land revenue apart from the cultivation of the soil?

A—I do, because the *sowcar* has all the advantages of a good year, and in a year of failure we could surely call upon him in ordinary justice to pay his revenue.

Q—Would you be disposed to apply that argument even where the assessment is not low?

A—I should,

Q—But the assessment is based upon the land alone, and because conditions have arisen whereby the owner of the land becomes possessed of other property, you ignore the original basis of the assessment and introduce new considerations, which, in your opinion, justify you in collecting from a year in which there is only 20 per cent of the crop on the ground, the full assessment for that year.

A—The assessment is fixed on the average, taking into account good years with bad years. The *sowcar* has taken the produce of good years, and therefore when we take the assessment from him in a bad year we are not taking into account any other items. We are simply looking to the produce of that land; that is, assuming that the assessment has been fairly made.

Q—Would you be inclined to draw a distinction between assessments which are full and assessments which in the course of time have become low? Would you apply a different rule in Gujrat than in the Deccan?

A—No

Mr Nicholson—You have taken a special interest in the relief of weavers in the Presidency?

A—Yes

Q—You had no opportunity in the present famine of carrying your ideas into operation?

A—Our weavers do not depend on the local market. They export largely to other places, and were not affected by famine. And we gave ordinary village weavers orders for Famine Food clothing.

Q—Do you think there is generally in the Presidency a large population of weavers which could be given that special employment mentioned in the Famine Commission's Report and not the ordinary employment of labourers for which they are unfitted by their hereditary habits?

A—Yes

Q—And you think they should not be set to break stones or put on tanks?

A—I would refer you to my evidence before the last Famine Commission. I am very strongly of opinion that it is not only bad for the people but wasteful to Government, because Government does not get anything like value out of their work on relief works. The cost of the relief of the weaver is, as far as I remember, enormous in stone-breaking or similar labour.

Q—And you think that even if there was an appreciable loss in carrying on weaving operations it would not be so great as it is when they are set on work to which they are unaccustomed?

A—Certainly not, and I believe it might be worked to make a profit, and certainly to clear expenses.

Q—It is in evidence before us that it has been worked at a profit, so that instead of having a few more heaps of stones you would have a quantity of useful clothing. Would you not rather describe the operation of assisting weavers as maintaining an existing trade than as creating an artificial stock of goods by an artificial system?

A—Yes

Q—There is, in fact, a sufficient demand in the country for the goods woven under your orders and that demand is not supplied by the mills?

A—No

Q—And you think, therefore, that not only is it desirable on general grounds that these industries should be maintained, but that they fill an actual want?

A—Yes

Q—Can you tell me whether the looms are susceptible of alteration or adaptation so that, whether they do or do not at present weave cloths—such as you describe—they could be so used in future in case of need?

A—There is a very small initial cost and they could be improved if necessary.

Q—In fact you are in favour of weaving country cloth and not giving the whole market to the mills?

A—No

Q—You think that handling tools is as a matter of fact injurious in the case of the silk weavers?

A—I have been told so by the silk weavers themselves, they say they would never be able to do that

Q—Do you think it might be possible to make advances for charitable associations to carry out weaver relief? Would you give loans to charitable associations if properly organized?

A—If there was supervision or Government control I would mention that I prepared a scheme for the relief of weavers

Q—And notwithstanding the criticism you still believe in your scheme?

A—Certainly I do. The figures were wrongly worked out because I was ill at the time. In fact that scheme was worked with great success in Nagpur and was worked by us in Sholapur

Q—And notwithstanding the small errors in calculations you still consider that the system could be fully worked at a trifling loss and possibly no loss at all?

A—I do

The President—What proportion of the *khair* crops sown came to maturity?

A—I should say about one-fourth

Q—So that there was a great reduction in the produce of the district?

A—Yes, but we made it up by our fodder. We had a very excellent supply of grass and fodder, which more than recompensed us, and the price of such grain as we had was so heavy that our crops really fetched more than the ordinary crop would fetch in an ordinary year

Q—But fodder was mostly used by the people in the district themselves?

A—It was sold very largely

Q—Was it sold to other classes than the agriculturists?

A—It was sold for export

Q—What is the proportion of the *Kalpanaj* to the total population?

A—In Mandvi 71 per cent and in other *talukas* 50 per cent, 30 per cent, 20 per cent

Q—I understand the general effect of your evidence to be that your district is differentiated from the other districts in Gujarat in regard to the famine by the fact that you had an abundance of fodder and consequently there was an entire absence of mortality amongst cattle. These are the great points distinguishing your district from the other districts?

A—There was a mortality amongst cattle, but it was not a heavy one

Q—These two things are the great points. You had fodder and there was consequently small mortality amongst your cattle?

A—I should like to make one suggestion as to the future. I would like to suggest that the payments of relief works should be all made by the most responsible officers, under the control of the Revenue Department, that the paymaster should be a person of the rank of *mamlatdar*. I would also suggest that the working children should be abolished

Q—What would you pay to the working children?

A—I would feed them in the kitchens

Q—Do you mean all children should be brought to the kitchen, even those above ten years of age?

A—Yes

Q—You know, in ordinary work the children of 12 and 13 do carry, and do a good deal of work in the field?

A—They do more play than real work

Q—Do you think the limit drawn at ten years is too low, that the children from ten to fourteen ought not to be allowed to earn anything?

A—They do very little work and they are in the people's way. Then I would suggest that the Collector should have the power to open works, small works at the approach of the rains and village works in order to get people back to their homes

Q—Has he not got that power?

A—I fancy that he would have to get sanction

Q—Would you not go further and say that the Collector should have the power to open works whenever he likes?

A—You may have a Collector who may open the works improperly

Q—Do you think that the officer in charge of a relief work of, say, 5,000 or 6,000 people should be an officer appointed by the Collector, of a suitable stamp to take the complete control of the works in all its aspects except the merely professional aspect of the measure?

A—Yes

Q—That it should be in the power of that officer to control payment, tasks, and sanitary arrangements, in fact every aspect of the relief works. Would you have him placed under the control of the Public Works officer, who would be in that case the assistant of the Collector for carrying out the relief operations?

A—No, I would have the Public Works subordinate under that officer.



*Replies by Mr. J. W. A. Weir, I C S, Collector  
of Surat, to the questions drawn up by the  
Famine Commission*

*Question 1.*—The outlook was favourable when the rains of 1899 commenced. The character of the harvests in the two preceding years is described below —

In 1897-98 the yield of the kharif crop was excellent. The rabi crop was also good in some talukas, in others it was middling. In 1898-99 on account of the total cessation of the October rains the rice crop suffered considerably, the cotton crop was also poor, the wheat crop also suffered through blight, so did wál and the crops on the whole were poor.

3.—(a) 42 inches.

(b) 18 inches 47 cents or 44 per cent. of the average

(c) The rains ceased from beginning of October.

(d)

	1899.		Percentage of the average
	Ins	Cents	
June ..	16	38	10.60
July ..	1	61	25.24
August	2	21	10.96
September	0	69	7.1

5.—(a) 48 1 per cent.

(b) 5.6 per cent.

6.—Tests were required in order to ascertain the necessity for relief.

7 —(i) Failure of crops, (ii) increase in crime, (iii) wandering, (iv) condition of the people and (v) abnormally high prices

8.—As a preliminary measure test works were opened in the talukas where distress was noticed. The steady rise in the number of workers who were paid at famine rates under the task-work system established the necessity for opening relief works.

9.—No

10 —Relief programme contemplated large public works as the backbone of the relief system.  
Fam 87

A programme of village works was not actually drawn up but such were available in the shape of tank works

11—(i) Organization of private charity, especially in towns

(ii) Opening the Government forests for grass

(iii) Test works.

(iv) Kitchens on works

(v) Poor-houses

(vi) Kitchens elsewhere.

12—In the organization of the village relief the prescriptions of the Bombay Presidency Famine Relief Code were generally followed. The lists were prepared by the talátis with the assistance of the village pátíl and were scrutinized periodically by Circle Inspectors, general duty kárkuns, extra Aval-kárkuns, Mámílatdárs, Police officers, A'bkání officers and the divisional officers. These lists were approved by the Collector and orders were issued to give those entered in the list grain doles in the presence of the village officers and the panch. People able to work were persuaded to go to relief works in the táluka.

(b) Takávi advances were freely made with a view to stimulate the local employment of labour. The Mámílatdars, Circle Inspectors, extra Aval-kárkuns and the divisional officers and myself explained to as many of the rayats as possible the advantages of takávi, and care was taken that the grants were made to those eligible with the greatest possible despatch and in the villages.

(c) Local subscriptions were raised and a cheap grain fund amounting to Rs 36,000 was raised in Surat City and Bombay through the co-operation of the leading citizens and four shops for the retail sale of cheap grain were opened. A cheap grass fund was also organized for the supply of grass to poor cultivators at cost price, below cost price and in some cases gratis. Well-to-do persons in the tálukas were also prevailed upon to distribute gratis cooked food. Some private gentlemen of Ránder also opened two cheap grain shops in the town at their own expense. A Fancy Fair was also organized in August last. The proceeds amounted to Rs 28,416, of which the greater portion was spent in making grants to agriculturists for seed and sowing expenses. A local committee of the Indian Famine Charitable Relief Fund was opened and a two-anna subscription was raised in the city and the district which amounted to Rs 9,995. The Government officers of all grades and departments in the district were invited to subscribe to the local famine fund. In all cases the invitation was liberally responded to.

Altogether Rs 74,411 were subscribed locally. The dealers in grain in Surat City also voluntarily

paid Re. 1 in charity fund for every cart-load of grain taken out of the *pi's* in the city. The amount so realized was devoted to distributing free grain to the poor in Surat City. The Mahajan of Surat has also established an orphanage in the city in which nearly 100 orphans are provided with food, clothing and shelter

(d) The Mámlatdárs and sub-divisional officis were required to move actively in their respective charges. I personally also visited all the worst-affected tracts and personally saw the condition of the people. The Circle Inspectors and genoral duty káikuns were also required to watch and report on the condition of the people.

13.—Yes, under Act XII of 1884 for the purchase of seeds, cattle and fodder for cattle, and under Act XIX of 1883 for digging wells and making other land improvements. The conditions were those laid down in the Acts and Rules. The classes to whom grants were made were generally the poorest agriculturists. The extent to which loans were made during the revenue year 1899-1900 were as under —

	Rs
Under Act XIX of 1883	1,91,247
Under Act XII of 1884	2,28,105

All the advances were recoverable in whole.

14 —Irrigation wells can be made except in parts of the Olpád and Mandvi Talukas. The digging of wells was encouraged by granting loans under the Land Improvement Loans Act. These wells were largely successful (a) in securing the crop on the ground, (b) as a permanent improvement and (c) as a temporary measure to employ labour

15 —As labour was the chief criterion of the need for relief, tank excavations as test works were first opened. They were special Local Fund works executed in some cases partly by the agency of the Public Works Department and in others by Civil agency

16.—The task prescribed in the Famine Code and which was adopted by the Public Works Department was exacted on test work irrespective of previous occupation or sect

17 —Yes. For test works, as payment was made by results, no minimum wage or rest-day allowance and allowance to dependants was fixed. The task allotted to each gang was such as not to exceed the maximum wage.

18 —The presence of a sufficient number of workers on the test works and the completion of the work.

J. W. A. WEIR,  
Collector, Surat.





*Supplement to the answers by Mr. J. W. A. Weir,  
I C S, Collector of Surat, to the questions  
of the Famine Commission*

Question 23—Admission was from the outset free to all who submitted to the labour test. No distance test was ever permitted, nor was any system of selection tried. Residence on the works was invariably compulsory.

24—In this district the relief works were never severely taxed and one work was ample for each taluka with an average population of 53,912. Applicants for relief in this district went in many cases as far as 20 miles to a relief work.

26—(a) A Civil Officer on Rs. 40 per mensem was appointed for each work. He was generally selected from the Revenue subordinates qualified for the post of Aval-káikun. The Special Civil Officer was in accordance with the orders of Government subordinate to the Public Works officer in charge of the work.

(b) The Civil Officer had full authority to assure himself as to the correctness of the measurements and any defects noticed were noted in their weekly diaries. The orders of Government referred to at the end of paragraph 426 were carried out by the Special Civil Officer except Nos 3 and 7 (calculation and payment of wages and submission of accounts and reports), which work was done by the Public Works Department.

32—In this district it was found that under the system of payment by results in force the weakly persons and those with a large number of dependants were unable to earn sufficient to maintain themselves and their dependants. I think that if specially favourable terms had been granted to persons with a large number of dependants and if special relief had been provided for weakly persons, the system of payment by results would have worked satisfactorily.

34—The scale of wages adopted was adequate. The Káikparaj, who formed the large majority of the relief workers in this district, improved in condition as long as they stayed on a relief work. Unfortunately the number of those who stayed for any length of time on a relief work was nominal and thus the condition of the workers as a whole showed little or no improvement. No cases in which workers saved upon their earnings came to my notice. Copper coin returned freely to the Dalias on the works.

36—For contumacious defaulters I do not consider that the minimum wage is too high.

Fining for short work should be, in my opinion, continued down to the penal wage. But careful provision should be made to see that the short work is really due to default and not to incapacity.

37.—Full wages were allowed at the outset for a short period after the expiry of which the minimum wage was allowed. A penal wage was ordered to be introduced in the month of March 1900, but as the short work was generally due to want of capacity on the part of the workers there was but little fining down to the penal wage.

38.—To new-comers daily payment was made for the first ten days, bi-weekly for the next ten days and then weekly payments were made. Bi-weekly payments are desirable and practicable. The Káhpára have no personal credit with the dealers and have no moveables, bedding, pots, etc., which they can pledge. The dealers cannot safely advance them even a week's supply. To get over this difficulty the Special Civil Officers issued orders on the Bannas, but this system was a source of infinite labour and worry to all concerned. Recent experience showed that the Public Works cashiers had only four days' work in a month which in proportion to the pay offered to them was comparatively small.

39.—New-comers were daily paid for the first ten days. Weekly payments threw the workers seriously into the debt of the Bannas.

40.—Under the piece work system payment was made to the head of each gang. On the introduction of Code system individual payments were made.

I prefer the method of individual payments for the reasons following —

(1) It involves less trouble to the officer in charge of the work, who has enough other work to do without investigating complaints and supervising payments constantly.

(2) Strangers and weak persons receive their wages automatically.

(3) The method of payment to the head of the gang involves the constant investigation of complaints and disputes.

43.—The maximum daily wages were Re 0-2-0 for diggers, Re. 0-1-6 for carriers and Rs 0-1-0 for working children. For non-working children and dependants of the workers a kitchen was opened on each work. Weak persons capable of doing some work were given light nominal work and were ultimately fed in the kitchen. At the outset they were given minimum wages. In my experience the relief of weakly persons capable of some work from a kitchen is preferable.

46.—The Mámlatdárs supplied to the Public Works Department a weekly statement showing the

prices of food grains at the taluka. On the basis of these prices the calculation of wages was made.

The wages were fixed on the cheapest staple food grains which were either jowári, bájrí or rice, small variations in prices were neglected

51.—No. No small village works were opened in this district

78 —The cooks belonged to the Kálhparaj classes to which the large majority of the recipients of the gratuitous relief also belonged. At the outset all classes were reluctant to take cooked food, but by degrees they accepted it and only the better class recipients continued to refuse cooked food.

79 —The village kitchens were in charge of the pátil taláti. The Sub-Divisional Officer, Mamlatdár, extra Aval-kárkun, Circle Inspectors, A'bkári Inspectors and Police officers periodically visited the kitchens and inspected their arrangements.

87.—No. The number of persons in receipt of relief in this district never at any time exceeded 15 per cent. of the population affected.

89 —The people in receipt of relief generally belonged to the Kálhparaj classes, and were for the most part landless agricultural labourers with a sprinkling of State rayats to the extent of about 5 per cent.

91 —Facts did come to my notice indicating a contraction of private credit. I have known many instances of persons who could in ordinary years borrow money on personal credit being refused loans by their money-lenders on any terms whatever. Facts also came to my notice indicating a reluctance of the people to exhaust their own resources before accepting State relief, especially amongst the Kolis of the Olpád and Jalálpur Talukas and the Kálhparaj and the low castes of the Chikhlí, Bulsár and Báidoh Talukas.

92.—No. I have observed many persons, not in need of relief, coming on to relief work and also seeking gratuitous relief.

93 —I would suggest that such persons as the officer in charge of the work considered to be not in need of relief should be either given extra tasks or should be drafted to a distance from their homes. These tests were applied in this district with the desired results.

98 —There was a regular inspection of grain shops on the works by the Special Civil Officer and the Hospital Assistant. Occasionally the sale of inferior and unwholesome grain was discovered.

99.—The Kálhparaj ate leaves, flowers of trees and shrubs and wild plants to a considerable extent. Even those in receipt of gratuitous relief were observed to do this. The consumption of these wild products induced diarrhoea and dysentery.

104 — Complaints were very general regarding the inability of Railways to keep pace with the fodder traffic. The complaint generally related to the insufficiency of waggons.

104 (a) — Figures of imports and exports of grain by rail were obtained weekly from all the station-masters. These statistics were reliable.

105.—No

106 — There has been a change in the character of crops sown of late years in the direction of growing vegetable, especially in the neighbourhood of Surat and Bulsár.

107.—The practice of paying wages in grain does prevail in this district.

There is no tendency to substitute a cash for grain wages. Cash wages have not risen in sympathy with the rise in prices.

110 — Non-official agency was utilized during the famine at Surat in the management of the cheap grain fund and the Municipal poor-house and the distribution of gratuitous relief to the poor of the city. At Bulsar non-officials assisted to a certain extent in the distribution of gratuitous relief in the villages and in the management of the poor house.

In many parts of the district non-officials assisted in relieving the destitute by opening private kitchens and distributing cooked food to all comers. It was successful. There is scope for its extension, but the difficulty is to find non-officials in the rural areas able and willing to carry out the duties in a methodical way.

112 —No.

J. W. A. WEIR,  
Collector of Surat.

## MR G M RYAN, DEPUTY CONSERVATOR OF FORESTS, THANA

*The President*—You were engaged, Mr Ryan, with the administration of relief in the Panch Mahals?

A—Yes, sir

Q—When did you first join your appointment?

A—16th of April

Q—What *talukas* had you charge of?

A—Godra and Halol and Kalol

Q—Did you continue in charge of these three throughout the famine?

A—Practically

Q—Well, in your very interesting statement, in reply to the questions, you have entered into great details. I do not purpose to follow you in these details. Do you want to add or subtract anything?

A—No, except in one instance. With regard to immigration, I am rather incorrect. I want to add to that. I had to deal with a good number of immigrants.

Q—To what extent would you add to your statement?

A—I should add to it about 15 per cent. I never had any reports. I simply went about doing things without any correspondence.

Q—When you joined your charge—your three *talukas*—how many public works had you in operation?

A—We had three

Q—One in each *taluka*?

A—Yes

Q—Roughly, how many labourers had you upon each of these works?

A—On the work near Godra there were 13,000 people

Q—On the *Halol* work?

A—There were about 12,000, and there were two works there, one was a railway work and there was a tank work, on the tank work there were about 5,000

Q—Under what grade of officer was the Godra work?

A—The work was in the hands of the Public Works Department officer, who was a European

Q—Of what grade?

A—I cannot say, he received a salary of Rs 130 per mensem

Q—On the *Kalol* work?

A—That was a work in the hands of the *karkun*

Q—And the *Halol* work?

A—The *Halol* tank work was in charge of an European officer, who had a permanent appointment in the Bombay Customs office.

Q—And the railway work?

A—The railway work was in charge of a Public Works officer

Q—Of what stamp?

A—He was receiving a salary of Rs 100 per mensem

Q—Was he a native or European?

A—European

Q—Did you consider it a part of your functions to inspect these works?

A—Yes

Q—Was it a part of your duty, if you saw any mistakes, to correct them on the spot, or did you report them?

A—I reported them generally

Q—You did not consider that you were justified in correcting them on the spot?

A—The minor mistakes I might have rectified, but the more important mistakes I could not

Q—On the rectification of minor mistakes, did you give orders with authority, or was it in the nature of a suggestion?

A—In the nature of a suggestion

Q—I infer from your evidence that you were not satisfied with the general organization that you saw upon these works?

A—Especially on the *Godra* work

Q—The fact was that the numbers on that work were excessive for the staff that was employed?

A—Quite so

Q—And consequently the officer in charge of the work was unable to meet the claims upon him?

A—Yes, sir

Q—Did that apply both to the actual control of the labourers and to the sanitary arrangements of poorhouses and kitchens and so on?

A—Yes, sir, to everything. You see, there was this officer in charge of the work, and then there was the Civil officer, the *karkun*, but almost the whole of his time was devoted in looking after the kitchens.

Q—Did these defects in your opinion seriously interfere with the earnings of the labourers on the works?

A—Well, when I first went there they had only 3 cashiers 2 of them were generally absent, and there was only one cashier left to pay

Q—The result was that payments were not punctually made?

A—They were not punctually made

Q—Did complaints ever reach you that the labourers did not get the full amount they were entitled to, and did you verify any such cases?

A—Yes, sir, I did, but their statements were not correct, they were paid one anna or six pice, they said, for the maximum work they would have been paid 2 annas, but the balance was paid to them at the end

Q—So that there was no intentional misappropriation, it was only mismanagement?

A—And in many instances I watched payments for hours together and I found that the men did get their extra payments

Q—If you had not been there, do you think they would have got the extra payment?

A—I think so

Q—You are in favour of splitting up large masses of relief workers?

A—Yes, sir

Q—You consider that a gang of about five thousand people should have a complete establishment for itself in all departments both for control over measurement, for payment, for sanitary arrangements, for hospital, for kitchens and so on, and that that establishment should be laid down in the Code, and you would go further and say that before any work of that nature was commenced the establishment should be there beforehand?

A—Quite so, sir

Q—In your note you speak of village works I gather that you are in favour of the system of village works?

A—Yes, sir

Q—I understand you to say that when the hot weather comes on and sickness is prevalent you are in favour of village works?

A—Yes

Q—Had you from your experience any reason to think that a policy of village works would have been successful if it had been tried?

A—Yes, I think so

Q—Did you find any feeling on the part of the people that they would have preferred village works, that they would have been paid better by the village people?

A—No

Q—Is it your general feeling that there has been much misappropriation?

A—No, sir, but I fancy there has been some misappropriation

Q—As a general rule, it did not intrude itself upon you?

A—No, sir

Q—What was the system—payment by results?

A—They had the Code-task system on the Public Works. On the smaller works they had the intermediate system

Q—Were those smaller works Public Works also?

A—They were village works under the Collector

Q—And the payments made were under the village authority?

A—Yes

Q—On the ordinary Public Works where the Code-task was in force, did you find that people earned more than the minimum wage?

A—I found people earned 65 per cent of the maximum wage

Q—They really wished to do their best?

A—The majority of them did their best

Q—We have been told that the Bhils were very lazy and they would not do a day's work, that they were quite content to earn the minimum wage and would do nothing?

A—I never came across the Bhils

Q—Your impression regarding the people generally is that they really did their best to earn the maximum?

A—Yes

Q—Do you think that the wage they earned was sufficient to keep them in good condition?

A—The majority of the people were in good condition

Q—You thought that the wages they got were sufficient?

A—Yes

Q—Was the food exposed for sale good?

A—No, sir

Q—Would you connect the mortality with the food?

A—Yes, I do, with most unwholesome food.

Q—With regard to your Hospital Assistants, I infer that you were not altogether satisfied with them. What class of Hospital Assistants had you?

A—They were Hospital Assistants, but they were picked up casually

Q—Was there any system of inspection by the Civil Surgeon of the Hospital Assistants?

A—The Civil Surgeon was confined to the local station

Q—He was not a peripatetic officer?

A—No.

Q—Well, you were not at all satisfied with the water-supply? The water-supply was very bad?

A—Yes, sir

Q—All over the district?

A—Yes

Q—And that added to the sickness?

A—Very much so

Q—You are entirely against the system of weekly payments?

A—Yes, sir

Q—You consider there ought to be daily payments?

A—Yes, sir

Q—And then there should be a good establishment?

A—Quite so, sir

Q—And you consider that if matters are taken in hand properly, the system of payment by results is the best?

A—Yes

Q—You had very little complaint to make about payments on small village works, but you found a great deal to complain of about payment on large Public Works, which you put down to the inadequacy of the establishment and to the inferior staff?

A—Yes

Q—Were schoolmasters employed in your district as cashiers?

A—They were

Q—Well, when you came to the district in April, the village relief was very little extended. Were you impressed with the idea that village relief should have been more largely extended?

A—The village relief would have been extended if people had come to the works

Q—When relief was fully extended in August, do you think that it was quite commensurate with the needs of the district?

A—I think, sir, it was rather extravagant, because a lot of people who need not have been receiving gratuitous relief were receiving it

Q—And there were people who ought to have received it, but did not?

A—Very few

Q—I am referring to the time when gratuitous relief was at its furthest extension. You had 248 per cent on gratuitous relief in May, 7 per cent on gratuitous relief in July, 24 per cent on gratuitous relief in August. Do you think that the 24 per cent was excessive?

A—I think so

Q—Whose fault was that?

A—The order came that the village relief was to be given according to the idiosyncrasies of the people

Q—Did you put down the excessive relief to the circle inspectors?

A—I would not blame them

Mr Nicholson—Before you joined the district in April were you in Thana?

A—Yes, sir

Q—As District Forest Officer?

A—Yes

Q—You saw a great deal of the cattle sent there, did you not?

A—I cannot say I saw a great deal of them

Q—You know there was a great number of cattle which came and died there?

A—Yes

Q—Can you give me succinctly the main cause of the mortality?

A—I think the cattle are more or less like human beings. If you change their water-supply they suffer. The water-supply was the cause of the mortality

Q—Is it a fact that a large number of the Deccan cattle came and died there?

A—No, sir, a lot of them were accustomed to come and I saw them grazing

Q—Can you tell us how the mortality of cattle can be diminished?

A—I think the water-supply is an important factor in it. I would not recommend the importation of cattle

Q—Then you would have the fodder sent to the cattle?

A—Yes, I would

Q—What suggestion would you make in developing the fodder trade?

A—I would suggest that the Government should have some steam presses, and they could do so, for there is a very large quantity of fodder in the Deccan

Q—Were you engaged in giving *tagávi*?

A—Yes

Q—Does your experience suggest that a larger amount of *tagávi* could be given during a famine?

A—Yes

Q—If you have a good establishment?

A—Yes

Mr Bourdillon—You give rather a pitiful account of the immigrants wandering from village to village. Was that generally throughout the northern border?

A—On the northern border

Q—They did not leave their homes till they were in a very bad state?

A—No



Q—I find that in the rains gratuitous relief was given very liberally, but still there was a rise in the mortality. What was the reason?

A—The people were eating very unwholesome food?

Q—It is stated that when relief is unduly delayed it is very difficult indeed to make up the lost ground?

A—I could not say that relief was unduly delayed

Q—You do not trace any effect of gratuitous relief on the death-rate?

A—No

Q—Speaking generally from your experience, was it a very unhealthy autumn—the autumn of 1900?

A—Very unhealthy, every one suffered, &c—

Rao Bahadur Syam Sundar Lal—What was the amount that you got from the Indian Charitable Relief Fund for the *talukas* in your charge?

A—I got about 8,000 or 9,000 Rupees

Q—In what month was it?

A—In the month of August

Q—That is towards the close of the famine?

A—Yes

Q—How did you use it?

A—I gave it for purchasing seed and for purchasing bullocks, and in some instances for subsistence

Q—What was the number of bullocks purchased?

A—I have not got the figures

Q—Do you think you gave a sufficient number of bullocks?

A—We gave them money to buy bullocks, they went themselves and purchased them

Q—Had you any committee to administer the funds?

A—The Collector of the district

Q—Had you any committee in your *taluka*?

A—The Assistant Collector had a certain amount of money, the *mamlatdar* had a certain amount of money, and I myself had a certain amount of money

Q—Did you spend any portion of it on orphans?

A—No, I treated them privately

Mr Bourdillon—From your experience of the immigrants, did you find the males predominated or did they come in families?

A—I cannot say, but there were very few children

Q—It has been suggested several times by various witnesses that many of the immigrants left their families and homes to get work?

A—Men came and women came

Q—There was no marked difference?

A—No

Q—I see one remarkable feature about the mortality in the Panch Mahals is, that there is such a large proportion of male deaths to female deaths?

A—I think the males went longer distances to get relief and some of them were in a very bad state, and by the time they reached the end of their journey most of them died

## Mr. G. M. Ryan

*Answers by Mr. G. M. Ryan, Divisional Forest Officer, Central Thána, to the questions drawn up by the Famine Commission*

I wish to preface my remarks in the accompanying answers by saying that I hope no offence will be taken by any officer or officers at the plain and straightforward criticism I have indulged in. My remarks are made in no spirit of opposition or hostility towards any one. Where I have found fault it has been with the system and not with the individual.

I am unable to consult the Famine Code as I have not a copy by me at present, but as far as I remember, the Code provides for most eventualities as regards management, excepting that almost all establishments laid down in it seemed to me inadequate, and the arrangements for the management of a Relief Camp are not sufficiently met.

My appointment during the greater part of the time on famine duty (14th April to 18th September 1900) was officer on General Supervision, Western Mahals (3 talukas), Panch Maháls District, Gujarát. From the 15th to 28th April I was on duty as Chief Civil Officer, Kanelao Tank Relief Camp (about 14,000 workers). From the 29th April to 8th May I was the only European on the Moroa Relief Tank work (about 4,000 to 5,000 workers). From the 9th May to 18th September I travelled about the three above talukas inspecting villages and the Relief Camps of Nesra (Railway work), Malao (Tank work), Wadátalao and Ratanpur Tank works under the Public Works Department. I also inspected the Small Relief (Tank) works at Boro and Sátamna, in the Kálol Taluka and the Shera and Tarsang Relief Tank works under the Collector in the Godhra Taluka.

In August and part of September I was engaged also in making Tagávi advances, and also distributed charitable funds (and grain obtained from the American Mission) received from the Collector. I must have distributed in all (Tagávi and charitable relief) about Rs 20,000. For this expenditure, of course, elaborate accounts had to be kept.

14. Irrigation wells can be made almost all over the Western Mahals of the Panch Maháls District. There are but 5 talukas in the Panch Maháls, and 3 of these—Godhra, Halol and Kalol—are in the Western Mahals. The average depth of water below the surface varied, but what it was immediately *after* the rains I cannot say, for I only went on famine duty in April 1900. From that time onwards the average depth of water below the

surface in Godhra could not have been more than 30 feet. In parts of Hálol it was probably a little more or it may have been slightly less. At the Nesia Relief Camp (Kálol Táluka) railway work water was about 50 feet below the surface.

The digging of wells was not encouraged, as far as I am aware, by loans. I think they might have been. Wherever wells (previously built) existed, the persons and cattle of the village dependent on the well or wells seemed to me in a flourishing condition. I observed this especially in the Kalol Taluka.

(a) I cannot state whether they were successful in securing the crop on the ground, for I never was able to obtain statistics.

(b) As a permanent improvement the wells in existence were extremely valuable, and I would strongly recommend the introduction of some working plan, such as would enable a certain number of permanent wells to be added to the district annually. I made this suggestion to the Collector, I remember, at time when (April-May) I noticed the great boon irrigation wells seemed. I pointed out also that they might have been started as relief works. A working plan might be drawn up on about the same lines as a Forest Officer draws up plan of operations for the management of forests.

A certain number of wells would be dug annually, the total number required being constructed, say, in 40 or 50 years. By this means in another famine season there would be available a large source of water in each táluka for irrigation and for keeping cattle alive. Surface wells and tanks are all very well for an ordinary year when the rainfall is adequate, but such tanks in a famine year are dry because of deficient rainfall or the water in them soon evaporates. If such is the case, as must be admitted, we ought to dig below the surface and have deep level tanks. These would be valuable in an ordinary year and be the greatest blessing in a famine year.

The introduction of the well scheme or working plan should not be made to depend on the *personnel* of any Collector or Executive Engineer. The scheme would have to be made out by an expert assisted by people with local experience, it would be passed by the Collector and Commissioner, receive the formal sanction of Government and be printed and distributed in all offices. Only by such method should the scheme be adopted.

(c) As a temporary measure to employ labour, large deep wells might have been dug. The masonry work required for such wells might have been left to be done for a subsequent season or seasons. People whom I consulted were anxious to have wells dug. Too much attention, however, was devoted to relief measures on the surface, but I do not believe the measures for constructing

wells would have been carried through because the Executive Engineer, whom I spoke to about the matter, opposed my idea as the construction of such wells, he said, would only provide labour for a select few who worked on masonry. But this did not dispose of my argument about *the digging* of wells and leaving the masonry to be constructed hereafter. I am aware that my ideas are opposed to those of the Revenue Authorities generally, but I only state them after observation. Deep wells seemed to me of great value during the famine, for there was abundant water in most of them all through the season right up to the end of July, and this alone disposes of all arguments against their construction. Then cost, of course, may be a strong objection, but if a working plan is adopted as suggested, the annual expenditure on them would be such as to override that objection possibly.

20 Under the Collector. I do not know, as I arrived after the works were started. When cholera broke out at Kanelao (Godhra) in April 1900, the large relief work at the Kanelao Tank was given up. Two new relief (Tank) works were then started, at about 28 to 25 miles apart, and I am personally aware that tools and plant were not available at one of these. Delay arose from the fact that an old Assistant Engineer was in charge of the Sub-Division, who had so much to do that he found it impossible to attend to all his duties. Young active men ought to be placed in positions of this kind and there ought to be one Assistant Engineer with powers of an Executive Engineer to sign cheques, &c., to supervise 15,000 to 20,000 workers.

By plant I mean to include medicines. When the new work was started, there was neither a hospital assistant nor medicines in camp, although much sickness at the time prevailed. I know, however, it was not easy to obtain medical aid during the famine, still permanent Civil Hospitals all over the presidency and in other presidencies ought to have been denuded to supply the needs of the famine-stricken areas. There is too much departmental jealousy in existence, it is feared, which is the real cause of a dearth of hands during famine. Departments should not be asked if they can supply officers. The Local Government should direct a certain number of permanent men in a department to be deputed for famine and let the department cry out. It will be more easy for the department in question to engage and keep temporary hands than for these hands to be engaged and held in the famine areas. This applies to all departments. Mr. Stewart, the Collector, often complained to me of his inability to obtain temporary hands and the District Medical Officer too.

21. The works were not, as far as I am aware, divided into charges. In the Panch Mahals all the large relief works were under one Executive Engineer and an Assistant. There was no limit to the number of workers at a camp. At the Kanelao

tank for instance, near Godhra, 12 to 14,000 people were employed. It is true there was a European Overseer in charge here, but owing to the Civil Officer being a native on Rs 20 \* a month, the overseer practically did everything in camp, with the result that his own legitimate work suffered.

\* This was the establishment up to the middle of April

This overseer, who afterwards died and who first lost his wife also from cholera at Kanelao, was an active and energetic and conscientious man, but owing to the pressure of work (looking after 13,000 to 14,000 even at a normal time would be serious work) he frequently lost his temper with those around him. The overseer here may be said to have been an excellent officer and would have shown excellent results, but the fact was he had too much to do, and, as he remarked to me when I first arrived at the camp, he was worried out of his life and could get no sleep even at nights.

No work in my opinion should provide for more than 5,000 people. For this there should be one Civil Officer (European) with an assistant, and one overseer and assistant to control everything.

If it is necessary to employ a larger number of hands on the work, a separate camp for each 5,000 people should be constructed, with complete separate establishments. This of course might be considered too expensive an arrangement, but if life is to be saved the system must be perfected as far as possible and a bold heroic policy adopted.

Large camps, as far as I could judge, breed disease, and in their case a great deal of decentralization of authority to underlings results, which is so unsatisfactory.

Late in the season in June, small tank works near villages were started under the Civil Authorities entirely, and after having visited all of these except one, I am convinced that these small works (providing relief for 1,000 to 3,000 people) are the best for the Panch Mahals. The work was all done by piece-work and was just as well done as when supervised by the Public Works Department. I am writing from information obtained firsthand, for I inspected and took measurements of the borrow pits in both cases (i.e., at large and small works) and noted and compared also the condition of the people, &c.

These small works were under the control of the Village Talati (Government accountant) and he had mukadams from among the labourers under him. Every now and then a mukadam, a permanent man from the Public Works Department staff, came round to inspect and to advise how the embankment, being erected, should be constructed.

What a vast amount of money in the shape of supervision this saved, and what an amount of foolscap, &c., too. Would that this system had prevailed all through the famine and all over the district and

it might have prevailed as the Panch Maháls lends itself admirably to a programme of small works, there being a tank either in existence or feasible of construction in or near almost all fairly large villages there

22 The arrangements for hutting and sheltering the people were generally satisfactory. In one or two instances the latter were defective, but this was due rather to the existence of a temporary or unavoidable condition of things impossible to foresee or prevent

Conservancy and sanitation at Kanelao and Malao (two large relief works) cannot be said to have been satisfactory, and without the aid of even a larger police staff, than that laid down by the Famine Code (to which I have not access just now), it would never be satisfactory. People will not use the latrines provided unless compelled to do so by the presence of a strong police force. When I first visited the Kanelao Relief Works near Godhra, the area in the neighbourhood was filled with the nasty odour of the stale human excreta, and when I endeavoured to check the unsatisfactory condition of things prevailing, I found the police force totally inadequate for the purpose. I am unable to say at this moment what the strength of the force then was, but I can do so by a reference to some notes which I made at the time, but which are not with me just now.

#### *Water-supply*

This was also defective. The Executive Engineer and his Assistants ought to have paid more frequent visits to the Kanelao Relief Work than they did. No doubt their duties required their presence elsewhere, and this argues in favour of the existence of a much larger superior executive staff as already suggested (paragraph 20). There was only one Medical Officer also for the whole district up to about the middle of May. There was enough work for at least four more District Medical Officers, excluding the Civil Surgeon of Godhra. In this opinion I may be thought to be wrong and my ideas may seem extravagant, but only those with practical experience of village inspection and inspection of the large and small relief works, have an adequate idea of the requirements of the district as they then were.

24 This is a difficult question to answer offhand. It would have to be well considered before a definite reply could be given. People were known to travel 15 to 20 miles to the Kanelao Relief Work. I think, roughly speaking, a 12 miles radius would suffice for a charge of 5,000 persons.

25 The officers of the Public Works Department were in no case, as far as I am aware, subordinate to the Civil Officers in a relief camp. Of course the Executive Engineer of the District was subordinate to the Collector, but not in a technical sense. For instance, when Collector ordered the opening of a

relief work at Ratanpur and asked the Executive Engineer verbally when it would be ready for the reception of workers, the Executive Engineer then mentioned a date which seemed rather remote to the Collector, but the Executive Engineer would not open it earlier. The work, I believe, *was* opened earlier, simply because the Collector ordered the Civil Officer to go to the village and commence work by opening a kitchen.

In a relief camp if the Civil Officer was a European and the Public Works Department subordinate a Native, the latter to a certain extent became subordinate to the former only in a personal sense, but even in such cases there was slight friction. Almost everything is obtained in camp by or through the Public Works Department Overseer, and people look to him as the real head of the camp, especially when he is a European, because he is also the paymaster. It would be better, therefore, were the Civil Officers in future to be selected from among European Assistant Engineers (I mean men of the stamp of Cooper's Hill men). Let them have assistants and work the camp under the direct

\* This arrangement might obviate the necessity of the appointment of Extra Assistant Engineers as suggested in answer 20

control of the Collector\* and not the Assistant Collector, who may be an officer of perhaps two or three years' experience. All Civil Officers' diaries pass through the Assistant Collectors' Offices and the latter make remarks on them. If a Staff Corps Officer, say a Captain, were a Civil Officer (one did serve but only for a week to my own knowledge) he would not like being subordinate to the Assistant Collector, an officer as already remarked of 2 or 3 years' service.

The presence of a Civil Officer under the Collector and of a Public Works Department officer under the Executive Engineer in one camp leads to a certain amount of dual control and is inconsistent with effective management. Had I been in sole executive charge of the Kanelao Relief Camp, with power to engage sweepers on 8 annas a day and to obtain extra cashiers to pay labourers, the disgraceful state of affairs alluded to in the answer to question No. 96 would probably never have occurred.

If Assistant Engineers cannot be spared, European

+ From the Salt, Forest, Police Departments

† These officers would have Subordinate Public Works Department Officers under them for purely technical work

Officers †, with the temporary rank of Assistant Engineers, should be appointed with power to sign cheques and incur expenditure in special cases without sanction ‡

I think also the pay of the Civil Officer appointed in charge of a camp should not be less than Rs. 300.

27 This rested with the Public Works Department officer.

28 Gangs of labourers consisted of from 30 to 50 men and women, and village and family gangs

were secured, as far as I remember, with good results

30 During famine there ought not to be any distinction between the classification and wages of men and women. Famine is not a time for an elaboration of detail of this kind. Better to be a little liberal than niggardly, *i.e.*, economize and allow both classes of people and men and women to draw the same wage.

32 I consider that a system of payment by results, if the distress is taken in hand in time, is the best system, provided a maximum wage is fixed. No system of payment will be of any good unless all the arrangements for looking after the people are perfected.

33 Information on these points can be given accurately by the Executive Engineer.

34 The scale of wages was, I think, adequate. The workers cannot be said to have improved on it, because the conditions of the year were so abnormal. The very bad water-supply all over the district brought about debility and sickness and no increase in wages enabling the purchase of better or more food would in my estimation have improved the condition of the people.

At the Ratanpur Relief Camp, just before the rains set in at the end of July, I observed that some of the women had saved a little money, for Banias came round selling *saris* to them and there were a few sweetmeat sellers about. At other places and camps I did not observe this.

35 The rest-day wage was given, as far as I recollect, in all the large camps worked under the control of the Public Works Department. It is more satisfactory for *Establishments* to have a day off, and for this reason the system of having a rest-day wage is, I think, a good one. From a point of view of the people's convenience, however, payment by results is better for the people than work when they like.

36 I do not consider the minimum wage was too high. Nor do I consider that there should be any payment below the minimum wage.

38 Payments at first were made perhaps once in 8 to once in 10 or 12 days. Latterly they came to be made daily or every alternate day. They might be made daily. Weekly payments in the case of people who are famine-stricken only causes them to get credit from the Bania so that they do not obtain the *full benefit of the wage*. When a labourer first came to camp he obtained a small advance, as a rule in grain, to keep him going till he received his pay.

39. Weekly payments did throw the people into the debt of the Bania as I found at the Moira Relief Camp and at Kanelao. Daily payments, however, were, soon after I came, introduced, with excellent results.



40 Payments were made to the individual and this is the most satisfactory method. If a labourer was not present, the head of the gang received payment.

### *Small Village Works.*

52. Small village works were the means of saving (in my humble opinion) the lives of a large number of people in the Panch Mahals. The class of people in the Panch Mahals who sought relief was different to those in other parts of the Presidency. They seemed to me more respectable in appearance and there was a disinclination among them to go far away from their homes. Their love of home was such, in fact, that in several cases women elected to die in villages, rather than go on work or to the poor-house any distance off.

53 The class of works was excavation of tanks chiefly.

54 (b) They were conducted under the agency of the Collector.

(c) The Collector laid down the scale of piece-work to be done and the Mámlatdár of the taluka put the work in operation. As a rule 100 cubic feet of earth had to be excavated, for which 6 and 8 annas per 100 feet were paid according to the lead (I am writing from memory as I have no notes with me out in camp, I have only to-day (9th January 1901) been asked to answer these questions and to submit them by the 12th instant, so obviously there is no time to consult any references. Had I known I would be required to give evidence, I would have prepared myself first.) A family of 5 or 6 would sometimes undertake the excavation of 100 feet borrow pit and each member would earn in the day from 9 pies to  $1\frac{1}{2}$  annas to 2 annas. In some instances, of course, the work was scamped. I watched payments to work-people for several hours at a time and each one

\* I could check this never received \* more than  
by consulting my note  $2\frac{3}{4}$  annas maximum. With  
book this arrangement the people  
seemed quite satisfied. Dis-  
satisfaction only arose when payments were not  
regular.

I must admit that I heard very little, if any, dissatisfaction expressed by the people as regards payments on these small works. Whereas on the large works, for a month or more after my arrival in the district, this was a very great and real grievance. People were kept sometimes as much as 10 days without payment (1) by direct management.

In three instances where small works (of 1,000 to 2,000 people) existed they were conducted almost entirely under the supervision of the village accountant assisted by the Patel. In the case of a larger village work at Shera (of 2,000 to 2,500 people) one or two non-official agents, respectable men in the town, assisted. A sort of committee was

formed here and the numbers took it in turns to hear grievances and to watch payments.

55 The village accountant superintended the laying down of the work, which was actually carried out by mukádams who received a little more (2 annas altogether I think) than the ordinary wage. The laying down of the work was an easy matter. Plots 10 feet square were marked off and these had to be dug one foot deep. These plots were ordered to be marked 50 feet from the toe of the tank embankment and for clearing this plot one gang received 6 annas. If the lead was over 150 feet, 8 annas were paid. As already stated, where proper work was exacted from the people, each man very rarely earned more than 2 annas per diem maximum. Supervision, however, in some instances became slack and workers were found to be earning as much as 4 annas per diem, which resulted in the Collector fixing a maximum wage of 1 anna 9 pías per individual on the minor village works. Even with this wage the people seemed satisfied.

(b) The measuring up was done by the mukádams and checked by the village accountant as well as by the various officers, such as special Mámlatdar, special Aval-kárkun, and myself when the work was inspected.

I had occasion to find fault with the depth of the burrow pits, that is, they were not all 1 foot deep in some instances, but they were no worse than in the larger works under the Public Works Department.

The latter Department, in my humble opinion, is too expensive a machine for famine purposes in the Panch Maháls at any rate, and might well be done away with during famine, except in the case of an highly important work requiring scientific treatment.

(c) The payment of wages was made almost daily. In one case a village accountant who was lazy neglected his duty and the people complained to me and then grievance was redressed. At Sheia the people were paid in the presence of the Patel and one respectable villager of the Committee. In some instances they were paid in grain, or partly in grain and partly in money.

58 In the Kálol Táluka of the Panch Maháls a large public work and a small village work existed close to one another, i.e., about 6 miles apart. I do not think that labourers were drawn from one to the other to any appreciable extent.

59. I have already given my experience in favour of the extension of small village works. It is, therefore, unnecessary to recapitulate them. Large works of over 5,000 people are unsafe from a sanitary point of view, and bearing in view the scarcity of water during famine which has to be obtained from temporary wells hurriedly dug, they are doubly dangerous where large bodies of people congregate. At Maroa, where I was for about a fortnight after the outbreak of cholera at the Kanelao Tank, very

luckily the number of workers did not increase very rapidly. Wherever there was a fairly large influx of people however, the existing temporary wells were drained to their dregs, and people I found were

\* I had to ride round and visit these wells daily and keep them in order, and as they were scattered it was almost a morning's work

† The wells were from 15 to 30 feet deep

drinking a mixture similar to pea soup.\* Experience proved that for every 100 persons one well just sufficed† and in order to keep up this rate new wells were constantly being dug. When water in one instance was insufficient, disease, very like cholera, broke out and the people fled to their villages. I visited some of these and found the people there ill and some dead. It was some time before confidence was again restored and that the people returned to work. I never once heard people complain of the bad water-supply anywhere. They invariably drank any filth, so it became very necessary to keep a sharp eye on the wells. It is needless to say that permanganate of potash was freely used in all wells.

### *Gratuitous Relief*

68 Dependents were relieved on large works with cooked food

69 At first gratuitous relief was given mostly at kitchens attached to relief works and at poor houses. From April onwards gratuitous relief in villages with uncooked food was given. Eventually the latter system was extended and most employed, and cooked food was prepared at all the larger villages

70 People who looked emaciated and who were ill were generally selected at first by the village inspecting officer for gratuitous village relief. Subsequently when the season was well advanced and rain seemed imminent, those people who had to cultivate their fields were allowed to return to their villages and were placed on gratuitous relief. Families possessing cattle usually had one of their number placed on gratuitous relief to look after the animals

71 Poor-houses were opened in the Western Maháls of the Panch Maháls District at Godhra, Kálol and Hálol. I do not know when they were opened. I think in the Godhra Táluka (at the north-west) another poor-house ought to have been started. Field labourers and poor cultivators generally attended the poor-houses which (except the Godhra poor-house) were not popular. At Godhra, Mr. Wood, the American Missionary, was in charge of the poor-house and hence it was properly looked after. The hospital patients in poor-houses were generally neglected. People who entered the poor-house hospitals were already in an emaciated state and they needed very careful nursing to pull them round. This they most decidedly did not get in most instances, which accounts for the heavy mortality as I remember in them. A few European nurses or even European women to see that the

ward boys and women were doing their duty ought to have been appointed. I have had some experience of Plague Hospitals too, and consider that poor native supervision is valueless. An uneducated native seems to possess little or no feeling for his stricken fellowman.

72 Some people who would not go on relief works in the Kalol Taluka in April were sent in carts to the Kalol poor-house, but they soon left it and returned to their villages.

In my tour of inspection of villages I frequently met women and children in their huts who needed relief, but who said they would rather die than go to the poor-house, and numbers of them did die like this. Such cases were subsequently met by the introduction of gratuitous village relief on a large scale.

73 People who were able-bodied rarely remained long in a poor-house except perhaps at Godhra.

74 I am unable to give statistics, but they can be easily obtained from the Collector of the district. A kitchen was generally intended to serve a radius of about 3 miles.

75 The rations provided varied in the different poor-houses and kitchens of relief works. Exact particulars ought to be obtained from the Civil Officers. For instance, I observed that in the kitchen attached to the relief camp at Malao, where Mr. Clifford of the Bombay Customs was Civil Officer, the fare differed in quantity to that provided at the Ratanpuri Relief Camp kitchen, where Mr. Hibbert of the Postal Department (Madras) was Civil Officer.

Both these officers were very zealous in the performance of their duties and took a great interest in seeing the women and children daily provided with the full ration.

Meals were provided at fixed times. People were compelled to feed on the premises. In the case of village kitchens a few people were allowed to take away food for aged or sick friends.

76 There was a limit fixed, I think, known to the Collector and his Assistants.

77 Admission to the kitchens was restricted. Able-bodied persons were generally excluded.

74 (?) This is a question that can be answered by a reference to the Code. The allowance was fixed according to the Code and the preparation of the food varied to meet the case of sickness and weakness.

75 The Pátel and Taláti drew up the gratuitous village lists and these were checked from time to time by Circle Inspectors, Mámlatdáis and Aval-káikuns and myself. When I went to a village the list was taken in hand and the names of the people were called and the people then paraded before me. It generally happened that I had to add to the list. Sometimes I added about 200 people myself who needed relief. A few of those who were too ill to appear were visited in their houses. Those absent had their names usually struck off the lists. These checks must have been made every fortnight or sometimes

oftener. People who seemed physically fit were ordered to go to the nearest relief work

76 Payment was made in grain daily (or bi-weekly in some cases) at the Banias' shops

78. Brahmin cooks were usually employed. Kumbars\*, i.e., potters and Brahmins objected to take cooked food at first when village kitchens were started, but eventually they accepted it.

\* There were other classes also, but I do not remember them at this moment. I could probably tell by a reference to my diary

79 The village accountant was in charge of the village kitchens. The Patel and a few respectable people of the village assisted in the distribution of food. The Patel of the village and one of the respectable residents exercised a check over the kitchens †

† They stood at the entrance and watched the people enter. After a few days it at once became evident who were interlopers.

80. Cheap grain shops were not opened to my knowledge

### General

87 The number of people in receipt of relief exceeded 15 per cent in the Panch Mahals from two causes—

(1) because of the influx of people from neighbouring Native States,

(2) because the rain held off for a protracted time. A number of people came on relief lately because their own supplies, which they had reckoned on lasting them till the rains set in, were exhausted. Moreover Banias, when they thought another famine impending, would not advance landholders or cultivators money.

88. My experience induces me to think that relief was defective during April especially and part of May, because of the number of people in an emaciated condition I discovered in houses. It was not an uncommon thing for me to find a house apparently deserted. On entering I would find a woman and probably girl lying on the ground gradually sinking. Inside, in the inner recesses of the house, I would find perhaps a child who was also emaciated.

These cases were promptly assisted by the administration of condensed

‡ I carried bottles in my haversack and 5 grain quinine powders and chlorodyne. The bottles containing milk are for sterilizing milk and were most useful during the famine because they needed no corks. I also carried tins of milk in the wallets of my saddle and opened them in villages and gave the milk mixed in cold water to the emaciated children and women chiefly. Four and five villages were so visited of a morning. This was before July, when village kitchens were started.

milk and stimulants which I invariably carried with me ‡ and by the quantity of tickets to the people to entitle them to uncooked food. I also distributed over Rs. 600, sent me by friends in England and India, among such people who needed money instantly for food, to obtain which from the nearest kitchen would have taken perhaps a day or two only a very rough private ac-

count was kept of this expenditure. On a future occasion I would strongly recommend that officers of standing should be given money out of the charitable funds to be spent in this way without being called on to submit elaborate accounts. A great deal of good can be done by granting instant relief in this manner and on the spot. This of course would be to meet special cases only and the distribution of such funds would be allowed only among selected officials.

89. People in receipt of relief belonged to all the classes quoted. Occupancy tenants and field labourers were most numerous.

92. Yes

96. Impure and insufficient water-supply and overcrowding were the causes of the severe outbreak of cholera at the Kanelao Relief Work when I was there. In 4 or 5 days the deaths from cholera must have amounted to about 1,000 or 1,200. I attribute this outbreak to the want of supervision, especially over the water-supply. The camp was so extensive that it took me nearly all my time when riding to go around it of a morning.

As previously stated there was originally a native Civil Officer in charge of this work, whose duty it was to inspect the water-supply, &c., but it was physically impossible for him to do this. He had to look after the arrangements of the kitchen, see to the sanitary state of the camp, hear complaints of relief workers, inspect grain shops and perform various other duties.

I was only at the camp but a few days when Lieutenant James\* of the

\* The Collector thought when Mr James first reported himself that he was to be placed under him, but it turned out afterwards that Mr James was appointed under the Executive Engineer. So he was removed from the Kanelao work after the cholera broke out and placed on duty under the Executive Engineer to look after the two relief camps of Ratanpur and Moroa.

Madras Pioneers and Mr Hibbert of the Postal Department arrived. Mr. James was put in charge of the work, I being placed on general supervision Western Mahals. Mr Hibbert was despatched to another work. I asked the Collector to permit both these officers to remain on the Kanelao work, but he did not assent. Before his reply came, however,

and while I was there cholera broke out virulently and I retained both officers and sent for the District Medical Officer. The establishments ran away and numbers of dead bodies remained for days together lying about the camp area. As sweepers would not work for the usual wage, I ordered the European overseer in charge to pay them as much as 8 annas a day to enable the corpses to be removed and burnt, but he said he could not increase wages without

superior sanction. As already pointed out † the police staff was inadequate, so being undermanned and being hampered by want of funds and also want of sanction for funds things came to a dreadful pass. The Collector was sent for and as soon

† Answer vide to question No 22

as he came and saw the situation, the sweepers were paid the extra wage and more police employed and the corpses were all removed and burnt. I mention all these details to show that the Collector only of a district, apparently, is the officer who can do things off his own bat as it were. If this is to be the case in future famines, it would be much better to appoint subordinate officers under him, for it is galling for an officer like myself to be present at a scene and to be unable to act. Let it be remembered I am making no attack on individual officers. The *relief system* seems to be at fault, and it is brought prominently to notice in an emergency. Take the question of the payment of wages. That also was a great grievance when I first went to the Kanelao Tank. Everywhere people complained of not having had their wages for 8 or 10 days. I was told that the want of extra cashiers had been reported to the Executive Engineer and that he could not obtain them. Nothing was done therefore, all I could do was, was to record this grievance in my diary.

There must be a change in the system of management of a relief camp. Under the existing system, as laid down in the Famine Code, there is practically *dual control* of a camp. On this point it would be expedient to have the opinion of those officers who remained as Civil Officers in charge of camps for sometime. When this is done, a remedy will doubtless be found for the unsatisfactory state of things that occurred especially at Kanelao. I am of opinion that for every camp of 2,000 and over there should be a European Civil Officer with an assistant, and that he should be given a couple of good clerks to enable him to devote most of his time in out-door instead of office work. Mr. Herbert frequently complained to me of not having *any* clerical assistance. (He was told he could engage a clerk on Rs 10, I think, but how could he obtain one to work in the manner he required for this sum?) As previously stated, officers in Bombay and elsewhere should be compelled to supply clerks and they should be granted a famine allowance. In their place temporary hands might be engaged. Under any circumstances it would be easier to engage temporary hands in offices than in the famine area. A great deal of departmental jealousy, I regret to say, exists, and this must be overcome by prompt and decisive action. There must be no asking an officer whether he can spare a certain individual for famine. No plea of urgent work in the department indented upon should be considered strong enough to outweigh the very urgent demands of the famine officers. I am aware, of course, that it would be difficult to obtain clerks from outside the district with a knowledge of the vernacular of the district, but even in the district there would be numerous sources whence *permanent* hands could be available—such as the Judicial, Forest and Police Departments and Mamlats', Collectors', and Assistant Collectors' Offices. All the officers would object strongly to clerks being taken away from them, but the inconvenience would be infinitesimal compared to the

great benefit to the famine which must be borne in mind. It is the Commissioner of the division who ought to be empowered to transfer clerks. In the office of the Collector of the district, for instance, it might be urged that he being on famine duty himself could not be expected to supply clerks to famine officers. He is called upon to do so, however, but instead of engaging and supplying temporary hands to the officers he might keep these himself and send the permanent hands out. There would probably be but one or two men at most wanted from each office. Bearing in view the fact that there are already so many hands in the office who thoroughly understand office routine a new man entering would soon be instructed in office methods.

98 Grain shops were inspected now and then by the Civil Officers. Whenever I inspected them it was found that either the grain was inferior or that the Banias were overcharging the labourers. Banias did not hesitate in some instances to do the poor famine-stricken labourer. A favourite form of adulteration of grain was mixing lime with the flour and also sand. If there were two Civil Officers in charge of a camp all the duties laid down in the Code could probably be carried out satisfactorily. When officers are on famine work, it is essential that they should be able to preserve their healths and retain self-control and their tempers, and for this reason I think there ought, if possible, to be two Europeans usually together in a camp whereby the duties could be divided. One officer cannot do all the duties laid down

\* I would also recommend in the Code himself. I tried to do so myself, but failed. Had I continued working all through the famine as I did at starting, I should not have been present to tell the tale. I was fortunately taken off a relief camp and placed on general supervision soon after joining at Godhra.

100 I observed a good deal of immigration from the Native State north of Godhra especially. Roughly speaking, the proportion of such immigrants to

the total number relieved in the Taluka was about 5 to 7 per cent. †, and I think in the Kalol Taluka the proportion on the whole must have been similar.

101. I think the mortality among these immigrants must have been much heavier than amongst people in British Territory, for when they came across the border they were homed from village to village, until emaciated and worn out they settled down near the roadside to die. It was when in almost the last stage of destitution that sympathy was shown to them and they received relief. I used to find numerous people all along the north of the Godhra Taluka from Native Territory seeking relief. They would assert they belonged to British Territory, and on asking them for their village name the Patel of that village, when called up to identify them, would



almost eat them up with anger for attempting to hoodwink us. There was, strange to say, little or no sympathy shown by one class towards another. A man might be dying of starvation in a house, and in an adjoining one there would be persons well-provided for who would pay no heed to him. For some reason or other, subordinates such as Circle Inspectors and others became hard-hearted, which rendered my work most arduous, for I was under the necessity of spending almost the entire day in many places in selecting people for gratuitous relief, who ought to have been selected long before by the local staff.

102 Orphans were in several cases made over to Mr Ward of the American Mission at Godhra, and some to Mr Blair of the Irish Presbyterian Mission and others. About the former a good deal has been heard, but I can vouch for the fact that the latter rendered equally good service during the famine though unobtrusively.

G. M RYAN,  
Divisional Forest Officer,  
Central Thána

*Camp Talyachwadi,  
10th January 1901.*

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MR R. L. SINCLAIR, SPECIAL FAMINE OFFICER, GODHRA

*The President*—What *taluka* had you charge of?

A—Only Dohad

Q—How many Public Works had you in the *taluka*?

A—Only one

Q—How many people were on that work?

A—I had about 7,000

Q—When did you join?

A—17th of April

Q—Did the number rapidly rise?

A—Not then

Q—Had you anything else to do except to look after that one work?

A—No

Q—Was it a road work or tank work?

A—Tank work

Q—What system was the work conducted on?

A—Piece-work

Q—With no minimum wage?

A—No.

Q—Was there any provision for dependants and children?

A—Yes.

Q—What was the wage scale?

A—The usual thing.

Q—Did you find before you joined the work that people were earning, or a great proportion of them earning a wage equal to the maximum wage or near the maximum?

A—All those who had been any time on the works earned the maximum

Q—And those who came on the work latterly?

A—They did not

Q—Was the majority earning more than the minimum wage?

A—No, not the majority, about half

Q—What proportion of the total on your work was earning the maximum wage when you joined in April?

A—I should say about 30 per cent.

Q—Did the numbers of those who earned the maximum wage or equal to the maximum did they increase in June, July, or did they decrease?

A—I should say they decreased

Q—Was it because the tasks were too stiff that the number decreased?

A—No, I do not think the task was too stiff, but the people were not inclined to earn the maximum

Q—Did you find a tendency being established towards being satisfied with the minimum wage?

A—Yes, pretty well

Q—Do you think that tendency was due to any desire not to work or was it due to physical inability?

A—In some cases it was due to physical inability and in some I think it was due to disinclination to work

Q—Did you find people come in reduced condition?

A—Very much

Q—And after coming on the works you found their condition improved?

A—Yes, except those in a very bad condition and they never recovered

Q—Did your numbers increase? You had 7,000 in April?

A—After the cholera they increased.

Q—When had you the cholera?

A—About the 5th of May

Q—How many people had you then?

A—7,000

Q—Did the cholera diminish?

A—Yes

Q—And then the numbers increased?

A—We had 22,000 in August

Q—When the rains fell did your people melt away?

A—Yes, they went back to their homes

Q—Were those remaining with you kept on tank work?

A—No, they were then transferred on to another work—metal breaking.

Q—Were there many immigrants upon your works?

A—A very large number.

Q—Did you ever make a census?

A—I tried to.

Q —What proportion did you find ?

A —About one-half

Q —Did they come from the Native States ?

A —Yes

Q —Did many come from Baroda ?

A —None from that way

Q —Did any come from Rájputána ?

A —I do not think any Rájputána State was near

Q —They came from the smaller States ?

A —Yes

Q —Is it your general idea that the mortality was greater among foreigners than among your own people on works ?

A —Yes, decidedly so

Q —Do you think the mortality among foreigners accounted for more than one-half of your mortality ?

A —I think more than that.

Q —You continued on the payment by results system the whole time up to August Now do you consider that the payment by results system if famine is taken in time affords adequate relief ?

A —I think so

Q —Did you find it necessary to put any of your people into infirm gangs ?

A —Yes

Q —And you gave them nominal tasks ?

A —Yes

Q —You had complete control of everything ?

A —Except the Public Works part of it There was a Public Works Officer in charge besides myself

Q —What was his standing ?

A —When I first went there he was the officer in charge of the district

Q —And how long did he remain there ?

A —I should think about a fortnight or three weeks and then we got temporary hands Eventually a European was appointed

Q —On how much ?

A —He was drawing Rs 350

Q —You are in permanent Government employ, Mr Sinclair ?

A —Yes, I am

Q —In what department ?

A —The Bombay Salt Department

Q —How long did this temporary officer of Rs. 350 remain ?

A —Up to the end of the work.

Q —And you were there in charge merely of the Civil Department ?

A —Yes

Q —What was the stamp of the Hospital Assistant you had to look after the people ?

A —An ordinary Hospital Assistant

Q —Was he in Government employ ?

A —Yes

Q —Was he fairly competent ?

A —Yes, he was fairly competent

Q —Were there many changes ?

A —Yes, we had a good many after a time When I first went there was only one Hospital Assistant

Q —Who had charge of the wells ?

A —I had

Q —Had you more than one well to supply all these people ?

A —I had eight wells

Q —Were they big wells ?

A —Yes

Q —You took charge of the water supply ?

A —Yes

Q —And carefully guarded it ?

A —Yes

Q —How did the cholera arise ?

A —I put it down to the fact that cholera having first broken out in Dohad and the works there being shut, the people came on our works and that is how we got it

[In reply to Mr Nicholson, witness said that his answer to question 74 was incorrect]

Mr Bourdillon—Was there anything noticeable in the sex of the immigrants ?

A —I thought there was a large proportion of women

Q —The number of children was small ?

A —Yes

*Replies by Mr R L Sinclair to the questions drawn up by the Famine Commission*

*Question 19*—The first work opened in the Jhalod Taluka was the Dohad-Limdi Road, which was partly through the Dohad Taluka and partly through Jhalod Taluka

It was a large public work

20 —This work was under the control of a Public Works Department subordinate I am unable to answer the rest of this question, as I arrived on famine duty after this work had been completed As regards the tank work at Jhalod, however (to which I had been sent as Special Civil Officer), the supervising establishment was somewhat limited At the time of my arrival (17th April 1900) there were about 7,000 people on works The establishment then consisted of a sub-overseer, acting as officer in charge (the officer in charge having died a few days previous to my arrival), 3 maistries, 5 cashiers and a karkun to each gang of about 160 to 180 persons Besides these there was a Native Civil Officer looking after the kitchen and works in general, and the late Mr Malligan was looking after the poor-house with a staff of four karkuns

In the kitchen the Civil Officer had two Public Works Department karkuns working under him and a third was deputed to keep the new-comers' register

The local Hospital Assistant attended the poor-house and hospitals in addition to his own duties.

There appears to have been no delay in opening the works Sufficient tools and plant were available at this period, but about June this was not the case A sufficient supply of baskets was not kept in the Public Works Department store, on one occasion I had counted as many as 1,700 workers without baskets.

Besides this, about the same time several gangs of workers were given old worn out picks (Tikams) and spades (Powras) The chief reasons for this being—

- (i) the abnormal rise in the number of workers,
- (ii) the indent sent in by the officer in charge for a fresh supply of baskets and tools was not complied with in time,
- (iii) the officer in charge had no authority to procure baskets on his own account,
- (iv) a sufficient number of baskets were not in store in anticipation of an emergency

The root of the evil lay in the fact that the officer in charge at Jhalod was dependant in all matters on the sub divisional officer at Dohad, who himself, if I mistake not, was in charge of two large works, besides being 20 miles away by road The consequence was that great delays occurred in getting up tools, materials, cash, etc, from Dohad This, however, was rectified to a great extent later on by Jhalod being made into a sub-division of its own

21.—Works were not divided into charges at Jhálod. When I arrived there I looked after the works, the kitchen, the poor-house and the hospitals. A month later I was relieved to a great extent of my work at the poor-house by a Staff Corps officer being appointed to it.

22.—The first part of this question will no doubt be answered by the Relief Executive Engineer.

When I first went to Jhálod there was a camp of about 500 huts for the workers, but only a small number of these used to be occupied, as most of the people preferred to live under trees.

There was a large kitchen, a poor-house which was enlarged after my arrival, a famine relief camp hospital, a small-pox ward and a diarrhoea ward.

At first there were no latrines, some were put up by me, but it is almost hopeless trying to get the people to use them. Several gangs were employed solely for the purpose of keeping the place clean.

The water-supply was good and plenty of it, new wells were dug when found necessary, all wells were fenced round with matting.

Food-supply was plentiful, Jhálod being a fairly large town.

Medical conveniences and supervision were somewhat limited at first, but a consignment of medical stores arrived shortly after my arrival. Only a few surgical instruments were sent, and it was not till November that a pocket case of instruments was provided. For a long time medical supervision was carried on by one Hospital Assistant in addition to his own duty at the local dispensary. It was not till after cholera had broken out that another assistant was sent and he was then followed by an Assistant Surgeon.

23.—Admission to the works was free to all persons ready to submit to the labour test, a distance test was not insisted on. Residence on the works was not compulsory.

26.—There was a Civil Officer at Jhálod. He was a clerk out of the Collector's office, his salary was Rs 40 per mensem. After my arrival in Jhálod he had nothing to do with the Public Works Department representative, as he was under my orders.

27.—No. It rested with the Public Works Department officer in charge.

28.—Gangs of labourers were constituted into three classes. Class I—able-bodied men, Class II—women, big boys and girls and men not fit for Class I, Class III—working children.

They were divided into village gangs as far as possible—a system which was very successful.

32.—In my opinion this entirely depends on the condition in which people first come to the works. If people from the very commencement were to come to the works in a fairly healthy condition this system of payment by results would adequately afford relief.

35.—A rest-day wage was given at Jhálod. Workers might have earned enough to support themselves on rest days had they tried to do so. As a rule the Bhils at Jhálod never did more work than they could possibly help, and

the majority of them spent their wage as soon as they got it. I consider the rest-day wage preferable

38 — When I first went to Jhálod payments were ten days in arrears. Shortly afterwards I was able to get the payments made weekly. Later on daily payments were started, but often owing to the treasury not being received from Dohad, these payments were delayed three and four days. As long as a sufficient supply of copper coins are available and a sufficient number of cashiers kept, daily payments are certainly more preferable.

39.—New-comers were paid daily for a week at first and then along with the rest of the workers

Weekly payments threw the workers into the debt either of the Bania or of the head of their gang to a certain extent

40 — Payments were made to individuals at Jhálod which I consider to be the more preferable of the two systems

43 — The maximum wage at Jhálod was 2 annas and 3 pios.

Children were fed at the kitchen twice a day. Weakly persons capable of doing some work were put into a separate gang in Class II and given some light work such as sweeping and cleaning the place. These arrangements did not take the form of task-work. This, in my opinion, was most suitable as it gave them a certain amount of work and a little exercise, also a liberal wage on which they were able to recoup their strength

44 — No, except for the purpose of supplying baskets and materials.

68 — Dependants were relieved by being fed in the kitchen at Jhálod

71 — One poor-house was opened at Jhálod in February 1900. About 99 per cent. of the inmates were Bhils

72 — Yes. The poor-house was used as a dépôt for vagrants found wandering about the town and for immigrants who arrived in too weak a condition to be drafted on to works. No one was sent to the poor-house as a punishment

73 — Yes. People were weeded out of the poor-house as soon as they became fit for light work, after they had been carefully examined by myself, the officer in charge of the poor-house and the Hospital Assistant. Later on in the year, taláts from surrounding villages came and took away a few to their homes and put them on dolo

74 (b) — When I took over charge of the poor-house I found that the late Mr. Malligan who had a great deal of experience in such matters roughly calculated that one maund of raw grain (rice and dāl) was sufficient for 100 persons (men, women and children). A few days after I took over charge, I transferred most of the children to the kitchen, and I then allowed one maund of grain for 75 persons (men and women). I, however, soon found the inmates were taking to hiding half their food, and then escaping from the poor house they would go and sell it to people on the works for a pice or two, with which they would buy either some unwholesome sweetmeats or grain in the bazar.

The poor-house ration was changed every now and then. They were given *khichdi* (rice and dal), wheat bread and dal, maize, porridge, and on occasions, rice, milk and sugar. Vegetables were given when procurable. Such inmates as were not fit for this diet were sent to the hospital where they were given soup and rice, and rice and milk mixed with sugar and Mellins Food.

97.—(a) On works gangs of Bhangis and Bhils were employed for keeping the place clean, pits were dug and all the sweepings thrown into them and covered over with earth.

(b) The poor-house was provided with latrines and a staff of Bhangis kept on the spot to keep the place clean

(c) A staff of Bhangis was kept at the kitchen

All sanitary arrangements were personally supervised by me, and I was assisted in this work by the officer in charge of the poor-house, the Civil Officer and the Hospital Assistant

I consider them to have been sufficient and satisfactory.

96.—The water-supply of Jhálod was good. New wells were dug and old ones deepened as the numbers on works rose.

Potash permanganate was used to disinfect wells; they were thoroughly disinfected every third or fourth day before the cholera broke out and during the time there was cholera about, after that once a week

100.—Yes. Jhálod being surrounded by Native States, large numbers from these States flocked to the works. I should say the proportion of such immigrants was roughly from 50 to 60 per cent

101.—The mortality amongst the immigrants as compared with those belonging to the district on the works was about 80 per cent, the result being a very heavy increase in the death-rate of the district

102.—The orphans at Jhálod were handed over to the local Missionary in November 1900

R L SINCLAIR,  
On Famine duty, Godhra.

Godhra, 12th January 1901.

*The President*—When did you join the Broach district, Mr Panse ?

A—In October 1899

Q—What was the estimated outturn of the *khari* in 1899 ?

A—About 9 annas

Q—What was the *rabi* of 1900 ?

A—Less than one anna

Q—What has been the character of the previous harvests in Broach ?

A—During the last four or five years the food crops were not more than 11 annas.

Q—You had a bad *rabi* and you had a bad *khari* in 1899 ?

A—Yes

Q—So that the district approached the famine with reduced resources ?

A—Yes

Q—Was there a fodder famine in Broach in 1899 ?

A—Total

Q—You had a total failure of the *khari* ?

A—As well as the *rabi*

Q—In June, July, August and September 1899 what was the rainfall ?

A—In June the rainfall was 5 or 6 inches It was very good in June

Q—In July ?

A—There was nothing very remarkable.

Q—In August ?

A—The rainfall was very meagre

Q—Well, you had no rains to speak of after June ?

A—No

Q—Had you any rains in November and December or January ?

A—No

Q—Into what classes would you divide the people of your district ?

A—The *pateldars*, the merchants, the tradesmen then the agriculturists, labourers, coolies and such others

Q—Can you tell me what proportion each class bears to the whole ?

A—The agricultural population is about 53 per cent

Q—And the labouring population ?

A—About 15 per cent

Q—These were the two classes that were most distressed ?

A—Yes

Q—When did you first commence relief operations ?

A—In September In September the local board works were in progress, they were subsequently converted into test-works

Q—These local board works did repairs of roads ?

A—Tanks and other works

Q—Do the local board repair village tanks ?

A—Yes

Q—At public expense ?

A—At the District Board's expense

Q—For drinking purposes ?

A—For drinking purposes.

Q—Not for irrigation purposes ?

A—No

Q—The tanks were, I suppose, for the improvement of the village water-supply ?

A—Yes Such works were converted into test-works The Public Works Department was also requested to commence four test-works

Q—How many *talukas* have you in your district ?

A—Five

Q—Will you give me the names of the five *talukas* ?

A—Jambusar, Amod, Broach, Ankleshwar, Wagra and Hansot Mahal.

Q—Jambusar, Amod and Broach north of the Nerbudda ?

A—Yes

Q—Is Wagra north or south ?

A—North.

Q—You commenced with your local board works which were converted into test-works ?

A—Yes

Q—These local board works were conducted under what system ?

A—Piece-work system

Q—Under the control of the Collector ?

A—Yes

Q—Through what agency did you manage them ?

A—Through the *mamlatdars*.



Q—You had an overseer ?

A—For each *taluka* we had a local board overseer

Q—And it was through these local board overseers that you managed these test-works ?

A—Yes

Q—How long did your test-works last ?

A—About a month, because on the 23rd September large works were opened

Q—Were the test-works converted or were they closed ?

A—Some of them were converted and some of them were closed

Q—Were they road works that were converted ?

2 A—There were no road works In the last famine I took only one road from Broach to Wagra and all the works were tank works There were no other works available in the district I was anxious to have roads

Q—Do not you have unmetalled roads in the province ?

A—Yes In the rainy season they become very bad

Q—How many public works were opened in September ?

A—In September there were four works

Q—How many test-works were opened in September ?

A—Four test-works

Q—Well, then, these were partly closed and partly converted into public works ?

A—Large relief works

Q—At the end of September how many large relief works had you established ?

A—Four

Q—Were they all tank works ?

A—All tank works and some of them were channels.

Q—How many had you in Jámbar ?

A—About two

Q—How many in Amod ?

A—Two

Q—On what system of payment ?

A—The piece-work system

Q—While your test-works were in the test-work stage were they on the piece-work system ?

A—Yes

Q—Without a minimum wage ?

A—Without a minimum wage

Q—Had you any provision for dependants and children ?

A—No

Q—While your four works were in the test stage you paid by results, giving permission to earn 25 per cent over the maximum ?

A—Yes

Q—On your joining the district you found four large public works in operation under the Code task system ?

A—Yes

Q—At the end of October you had 28,000 people upon these works ?

A—Probably that may be on the last day of the month

Q—They increased daily so that on the last day you probably saw the highest number ?

A—Yes,

Q—What class of people came upon your works at the end of October ?

3. A—We got very few cultivators in the real sense of the word Coolies and Muhamma-

dans and some few cultivators and *patedars*

Q—What was the organization for these works ? You had an Executive Engineer in charge ?

4 A—We had two Assistants Subsequently an Executive Engineer was appointed

Q—Mr Ali Akbar was your Executive Engineer ?

5 A—Yes There was one Sub-Engineer, one Supervisor, about four Overseers and one

Sub-Overseer for each work

Q—We have been told that there was no distribution of labourers into bodies of 4,000 or 5,000 men ?

A—That is so.

Q—In addition to that staff you also had attached to each work a Civil Officer ?

A—A special Civil Officer and under him we had one kitchen superintendent, one *kárlun*, and besides these watchmen and other persons.

Q—The special Civil Officer had no connection with the works establishment ?

A—None

Q—Nor had you a Sub-Overseer in connection with the kitchen establishment ?

A—No

Q—Under whose control did the water-supply fall ?

A—The special Civil Officer's

Q—Under the special Civil Officer you had a hospital ?

A—Yes

Q—And a hospital assistant in charge ?

A—Yes. And a compounder was also given to him.

Q—Were the hospital assistants trained men?

A—They had passed their examinations in either the Poona or the Ahmedabad Medical Schools

Q—That was the arrangement at the end of October Did the numbers on your work increase?

A—Yes

Q—There was a great increase on relief in February, 32 per cent of the population were on your works?

A—Yes

Q—That was more than in any other district of the Province?

A—I think so

Q—What are the circumstances which caused so much relief to be necessary in your district in February?

A—For the last three or four years the crops were not good and the people had nothing to eat

Q—But there was no famine in those years?

A—No, but the food supply was barely sufficient to support the people

Q—There was no distress?

A—The people could not save all the same There are besides some Native States, Baroda and Rajpipla, close by, where no works had been opened at the end of February When the people once came across here they did not return to their Native States

Q—You say there was distress in the adjacent Native States where relief works had not been opened Are you talking of the end of February?

A—Yes, excepting in Baroda, I can say that in Rajpipla and Wadia no works were opened

Q—Were any works open in Baroda up to the end of February? You prefer not to speak perhaps?

A—As far as my information goes no works were open How far my information is correct I cannot say I believe in the State—territory bordering my districts—no works were open at the end of February

Q—These are the reasons for the great increase in the numbers on your works?

A—Yes

Q—How many works were open in your district at the end of February?

A—15 relief works

Q—Can you tell me in what *talukas* they were?

A—In Jambusar 4, in Amod 5, in Wagra 2, in Broach 3, in Hansot 1, none in Anklesar

Q—Was the crop failure as bad south of the Nerbudda as north?

A—Yes, excepting a few villages

Q—Used you to go about the works a good deal?

A—Yes, I visited all the works.

Q—And were you satisfied about that time that there was no substantial number of people on works who were not in need of relief?

A—Among Borhis there were some

Q—What was the percentage on works who could have done without relief?

A—About 3 to 5 per cent

Q—In March I notice there was a great drop in the figures They dropped from 112,000 to 84,000 What was the cause of that?

A—The reduction of the wage

Q—What were the circumstances under which the reduction came about?

A—The Hon'ble Mr Monteath visited Broach in February and found such a large number of people on the works

Q—What works did he visit?

A—The Matania tank and Asa tank near Broach

Q—Did he visit any others?

A—No

Q—None in Jambusar, Amod and the other *talukas*?

A—No

6. Q—Were these two works in your opinion typical of all the works?

A—No, they were not

Q—I mean to say, could you judge from these two works of the class of people on the others?

A—Yes

Q—So that Mr Monteath could form a general idea of the people on the works?

A—Yes

Q—Did you accompany him?

A—Yes

Q—I suppose he visited the tanks and examined the musters and he saw the weakly gangs, the kitchens and the conservancy arrangements?

A—Yes, he inspected everything

Q—What conclusion did he come to?

A—He thought the works had become too popular and therefore the wages were reduced

Q—Do you mean to say that the works had become popular in the sense that people were there who need not have been there?

7. A—The works were near each other and he reduced the wages.

Q—His reasons were, I presume, that there were people there who could have done without them?

A—There were some *Boraks* who could have done without them

Q—Was there a large class who could have done without relief?

A—About 5 per cent I think

Q—Were there many people on works in an emaciated condition?

A—Yes, there were some people, especially those who came from Native States

Q—Were the majority not in an emaciated condition?

A—No, they were not

Q—Mr Monteth, the Chief Secretary to the Government, described the situation in his memorandum dated 3rd February 1900 (read to witness) Is that a correct description, was that the reason why the wage scale was reduced?

A—Yes

Q—What was the average reduction of the wage?

A—33 per cent

Q—When did the order regarding the reduction of wages come?

A—February

Q—When did you give effect to that order?

A—In the first week of March I directed the Executive Engineer to carry out the order

Q—Throughout the entire district?

A—Only in the north of the Nerbudda.

Q—Was the effect of that immediate?

A—Yes, the numbers were reduced

Q—The numbers fell in March by 30,000 Mr Ali Akbar said some of them were people from foreign States who were returned to their own States How many were returned in that way?

A—We drafted 7,000 to Anklesar and about 5,000 to Kaira

Q—Why?

A—They belonged to the Kaira district

Q—These people from Kaira had come to your works?

A—Yes

Q—Did they come from any other district to your works?

A—Perhaps there were some but they did not give correct addresses

Q—Were the terms of employment in your district more liberal than in the Kaira district, so that the Kura people were attracted to your works? I see there was work for them at Kaira, because at the end of February there were 51,000 people and in March 69,000 on works at Kaira?

8 A—The people said that there were no works I enforced compulsory residence strictly on all works

Q—You had a reduction of 30,000 people, you drafted 7,000 to Anklesar and returned four or five thousand to Kaira What became of the remainder?

A—Some went to Kaira and others went to their homes in the Native States

Q—Did you notice any of these people afterwards come back to your works? I want to know if this order had an injurious effect on the physique of the people Did any of the people who left your works return in an enfeebled condition of health?

A—I think so

Q—Can you say so?

A—That is my opinion

Q—We should find that in the death statistics If this order reducing the wages had had an injurious effect upon the physique of the people and had driven 30,000 away you would expect to see an increase in the death-rate in April, but there was a fall in the death-rate in April How do you reconcile that with your statement that the people came in an enfeebled condition?

9 A—I don't think I can give any explanation

Q—Have you any reason to believe that any of them died in their homes, why do these death-rates not reflect these facts?

A—I cannot give any definite information, there were so many changes

Q—You had, when this reduction was effected, 32 per cent of the whole population on relief, no doubt that was largely swollen by immigrants?

A—Yes, there were many immigrants

Q—Would you say that there seems to have been very little effect on the mortality statistics?

A—Yes, the death-rate should have gone higher The people must have gone to their villages in the Native States.

Q—Then they must have found something in their villages to live upon or they would have died?

A—When that order was received from the Chief Secretary to Government, I issued an order, expecting that there would be wanderers, that if cases of emaciation were found, they must be put on the dole, in no case must the people be allowed to die of starvation.

Q—How many villages are there in your district?

A—421.

Q—When did you commence giving gratuitous relief?

A—In October

Q—I see in the returns you have made to Government that you had under relief at the end of October 348 villages, was relief given to people in every one of these villages? I must point out that your statement is quite incompatible with the figures of the number of people who received gratuitous relief. On the 28th of October only 190 received gratuitous relief by village dole. When I saw the number of villages in your district under gratuitous relief I thought you were far in advance of the other districts in Gujarat in regard to village relief, but when I come to look into the figures I find that in the month of October you had only half a person per village on gratuitous relief, in November you had not quite 3 people, in December 4 people, in January 6, in February 7½, in March nearly 9, in April nearly 15, in May 16—now the point I wish to put before you is this, was there in the state of your district a sufficient extension of village gratuitous relief?

A—I think so

Q—There was a small number on gratuitous relief in February and March was that due to any unwillingness on the part of the officials to bring people on?

A—No, the orders were given to put people on in accordance with the Famue Code

Q—In these months the mortality increased steadily and went on increasing till May. To what was that steady increase in mortality due, if it was not due to privation?

A—To wanderers and immigrants. I think more than half the people in the Broach and Anklesar poorhouses were from Native States

Q—Do you think these returns of mortality can be relied upon?

A—Yes, to a certain extent

Q—Do they overstate or understate the case?

A—I don't think they do either, there must be some mistakes of course

Q—I certainly don't understand the mortality figures for April. Do you think that while the Matana and Asar tanks were open, before the order reducing the wages had been issued, or generally throughout your district, that people were managing to save a little on the wages being given to them?

A—Impossible

Q—So that they could not have saved a little to carry them over April?

A—No

Q—I am puzzled at this drop in April. Either in February and March people were on your works who should not have been there, and consequently whom the orders reducing the wage did not affect, or they were affected and then they must have suffered. It is conceivable that the people may have saved a little and that that took them over a time, but you say they could not have saved. The only explanation is that Mr Monteath was justified in thinking that there were people on your works who should not have been there?

A—According to the figures that is the inference

Q—I hope you understand the other point I make on these figures, viz that your statistics of people on gratuitous relief in the villages need explanation in reference to the rising death-rate. During the months from October to March your figures of gratuitous relief appear to have been altogether insufficient if compared with the rising death-rate. Do you say that the figures are incorrect?

A—I cannot say that

Q—At all events, you will consider the matter and perhaps you will give some explanation. In June the numbers increased, you jumped up in July to 16 per cent. That was due to the altered circumstances of the case?

A—In May there was cholera

Q—You also understand that the number of villages being brought under relief cannot be taken as evidence that sufficient relief was administered, because, from the figures given, all the villages are shown as under relief and the number of people relieved is inconsistent with that?

A—I specially enquired in the villages if relief was properly administered in some cases the *mamlatdars* were rather stingy, but subsequently I found that gratuitous relief was given to all who deserved it. This I can say of the villages I visited

Q—That would no doubt be true after June, but up to May you never had more than 15 people per village on gratuitous relief?

A—Generally relief was given only to the blind and infirm, &c, and also to persons who were emaciated.

Q—Still, at the worst time you only got to 15 people per village?

A—We had poorhouses also

Q—If you take in poorhouses, then the whole average, including kitchens and village gratuitous relief will be 21 per village?

A—I don't think that is a small number

Q—Then your district cannot have been highly distressed. What is the average population of your villages?

A—About 800, I think

Q—21 in 800 would be 2½ per cent?

A—You will have to deduct Broach 45,000, Jambusar and Amod 6,000, Hansot 5,000; these are big cities, in these the dole was given by municipalities

Q—Don't your monthly statistics show relief for the whole province?

A—Yes

Q—I am only striving to find out the reasons for the rise in mortality?

A—I have said that there were several other causes—the people are soft and they are unaccustomed to hard work

Q—We have got up to April. Now, after that your numbers began to decrease. You had a cholera epidemic?

A—Yes in May

Q—In June your numbers ran up again, and gratuitous relief began to go up also. In July your gratuitous relief was very high, in August it was a little less, in September it was also high, and that was all right because there were no public works to be carried on. On the whole, do you think that the wage scale was sufficient?

A—It is, I think, sufficient, but taking the softness of the Gujrati into consideration as an experimental measure it is desirable to give something more

Q—The large works were conducted on the Code task system?

A—Yes

Q—Did you find that a fair day's work could be got out of the labourers?

A—Whenever I visited the relief works the general complaint of the people was that they could not perform the task and that the wages were insufficient for their maintenance, but later, from the figures of the Public Works Department, I found that 66 per cent received the maximum wage

Q—Did you test the figures?

A—On some works

Q—How did they turn out?

A—On the whole, they were not incorrect

Q—I have figures here which show that the percentage of people on works who earned equal to or above the maximum wage was very high, in September it was 100, in October 94, in November 85, in December 69, in January 73, in February 66, in March 14, that was the time of the reduction. Is that 14 per cent of the reduced or old maximum?

A—It must be 14 of the reduced maximum

Q—When was the old maximum restored?

A—On the 25th of April

Q—In April 64 per cent are shown as earning the maximum, is that in your opinion, correct?

A—Yes

Q—So that the minimum wage had not a demoralizing effect on your works?

A—No

Q—Do you think that everybody who could earn more than the minimum wage did so?

A—I think so

Q—Had you any works on the intermediate system?

A—No

Q—Do you know the internal economy of the district well? Are many of the cultivators indebted?

A—Yes

Q—What are your views regarding suspensions of revenue. Do you think in a bad year that the cultivators should get suspensions of revenue?

A—Decidedly

Q—Do you think if there is only a 5-anna crop, for instance, that the Government revenue should be proportionately suspended?

A—Yes

Q—Do you think tenants ever save?

A—Not unless the crop is a bumper one, and during the last four or five years I don't think they could have saved anything

Q—In average years if the crop is a 14 or 16-anna one, do you think the tenant puts by to pay the Government revenue when the crop is a 4 or 5 anna one?

A—No

Q—He lives from hand to mouth?

A—Yes

Q—Does the *sowcar* take all the crop?

A—Yes, but at the same time he gives his *ayal*

Q—During this famine year did they save them?

A—In the famine year the *sowcar* had very little money and could not

Q—They had capital, had they not?

A—We have no big *sowcars*, the ordinary village *bania* is only worth about Rs 1,000 or so

Q—Do you think the village *bania* advanced the seed grain when the rains failed in 1900?

A—No.

Q—Do you think if Government had not given *taqavi* the *sowcar* would have advanced anything?

A—No.

Q—We have been told that the *sowzar* is not willing to get possession of the land, but is anxious to remain as mortgagee. What is your opinion?

A—There may be some like that, generally the *sowzar* wishes to get possession of the land.

Q—Would you be in favour of putting the name of the *sowzar* on the register when he is the owner, that is, in a case where the land is so fully mortgaged that the cultivator never can pay off his debts, where, in fact, the cultivator is a mere sub-tenant?

A—If the *sowzar's* name were entered the old tenant would be ejected and there would be competition.

Q—In such a case, would you advocate the policy of a rent law which would recognise and establish his rights and protect him against enhancement?

A—Yes. That would be an excellent thing.

Q—Have you thought of that before?

A—No.

Mr. Bondallion—Do you think that in March there were any people who came to relief works who at the same time had a little saved in their homes?

A—No, except perhaps the Borahs.

Rao Bahadur Syam Sunder Lal—What was the organization for the distribution of relief from the Indian Famine Charitable Relief Fund?

A—On receiving a grant of Rs. 1,500 I appointed an executive committee, of which I was the President, my Personal Assistant was the Secretary, and there were five non-officials as members.

Q—In what shape did you give them relief?

A—Towards objects 1 and 2.

Q—Did you give relief to orphans?

A—Yes.

Q—Have you any balance in hand?

A—Yes.

Q—How do you propose to spend it?

A—There is still partial distress some portion has been utilized for the purchase of bullocks.

The President—What was the effect of the reduction of the wages in March on the organization and on the tale of work turned out? I notice here that in February you had 98 per cent earning either the maximum or above the Code minimum. In March you fell to 34 per cent?

A—In these months fining was strictly enforced.

Q—You reduced the wages in March, consequently the earnings of the people were much less than in previous months, that might have had no effect on the strength and health of the people generally, but the reduction must have had some effect on the weakly people. Did it come to your notice in visiting the works that there was dissatisfaction at the reduction?

A—Yes.

Q—And were complaints made?

A—Yes.

Q—Instead of the policy adopted why didn't you reduce the number of works and thereby impose a distance test?

A—There was a distance test in drafting people to Anklesar.

Q—How far was Anklesar from the Materni and Asa tanks?

A—Four or five miles on the other side of the Neibuddi, but the people declined to go.

Q—Why was that?

A—The people believed they would be sent to Ceylon or Africa.

Q—It was mere panic?

A—Yes.

Q—Do you think that but for that scare they would have willingly gone to Anklesar?

A—No.

Q—They didn't wish to go far from their homes?

A—That is the characteristic of the Gujarati.

Q—You had in the four northern *talukas* 14 works, if you had reduced them to, say, 8, you would have imposed a distance test and avoided the danger of reducing wages?

A—The number of works were increased according to the numbers coming for relief. It is a compact district and the work consisted of village tanks, the moment a work is opened the numbers rush up to 4,000.

Q—You had 112,000 on your works out of this total what proportion were foreigners do you think?

A—Nearly 30 per cent.

Q—So that after allowances were made for the foreigners, there were not 32 per cent of your population upon works, but about 20 per cent?

A—Yes.

Mr. Nicholson—How many of the persons on relief in October and November were village servants?

A—According to my statement in October there were 1,044.

Q.—Do you know whether before December there were any infirm or incapable persons on gratuitous relief in your district?

A.—I think so, I have placed the figures before you

Q.—That is the explanation Village servants were probably brought on village relief and you had only then on gratuitous relief at the end of October three people per village?

A.—According to my statement in October the number was 1,014 and it was increased in November

[The witness subsequently added the following notes —]

1 Nine annas was mentioned as the outturn of the *Lharif* crop of 1898-99 The anna valuation of the *Lharif* of 1899-1900 was insignificant This was stated before the Famine Commission

2 In addition to the Bhuki Wagra road mentioned in the answer the following road works were undertaken —

- (1) Sukalmruth Jhadesar
- (2) Metal collection at Uehhali
- (3) Jumbusar-Tankaing road
- (4) Metal collection at Sunev.
- (5) Amod Palij road

Metal is not available in the district The embanked roads are impassable in the monsoon and have deep ruts in fair weather

3 Many cultivators joined the relief works The first sentence as also the word 'few' in the second sentence are to be omitted

4 There were two Assistant Engineers Besides there was one Sub-Engineer, one Supervisor, about four Sub-Overseers One of these or a Sub-overseer had the charge of each work There was an Executive Engineer for Surat and Broach

5 Yes

6 From the questions subsequently put it appears that the answer should have been that the works were typical

7 The district is very compact being only 1,463 square miles in area There were 16 relief works at the time of the Hon'ble Mr Monteat's visit The works being close to each other it was considered that they were popular This, if I remember right, was stated before the Commission

8 Fines were levied for short work The rule that the people should not get employment within five miles was duly enforced

9 The mortality began to rise from January and continued till March. If the reduction of wage had any injurious effect on death-rate the mortality would have gone higher in April But on the contrary it has gone down, and consequently I do not think that any satisfactory explanation can be given

10 In Municipal and other large towns the people were to some extent relieved by unorganized private charity

11 In the shape of money and clothing.

## Mr G. D. Panse

*Replies by Mr G D Panse, Collector of Broach, to the questions drawn up by the Famine Commission*

(1) The crops in the district have suffered from bad seasons and other causes since 1895-96. The small anna valuation of the yield for those years will show that the last famine was a climax of agricultural depression and that the outlook in the district when the rainy season in 1899 commenced was gloomy. The people besides had suffered much from the outbreak of plague.

The character of the harvest in the four preceding years, as stated below, was not satisfactory and the yield was much below the average anna valuation of the yield —

Year	Food crops	Cotton
	Annas	Annas
1895-96	6 2	11 6
1896-97	7 9	10
1897-98	8 2	10
1898-99	9 7	9 2
1899-1900	1 1	2 2

(2) The kharif sowings were not up to the normal. Of the normal cultivated area, viz, 275,000 acres, 43,750-15 were sown, i.e, 12 2 per cent. of the total cultivable kharif area.

The normal area is arrived at thus —

Every year the village officers submit returns of the area under kharif crops to the Mámlatdár who checks them and submits the result to the Collector in whose office the figures are tabulated.

The normal area is the average of the area under kharif crops for the last four years.

(3). The following table will show the rainfall of the previous five years as compared with the rainfall during 1899-1900 —

Preceding five years,		Current year from 1st June 1899 to 31st May 1900	
	In cts.	In.	cts
1894-95	60 70	8	18
1895-96	24 27		
1896-97	48 53		
1897-98	34 22		
1898-99	43 71		
Average		36	60

The total rainfall in 1899 was 8 inches 18 cents, 35 inches 53 cents less than in the preceding year,



and 28.42 below the average. The monsoon set in about the middle of June. The rain fell mostly on 16th and between 21st and 26th, it was especially heavy on 16th and 22nd in the two southernmost talukas. It was sufficient and timely for sowing of rice, kodia and cotton. There was a break at the end of the month, which was beneficial for sown crops and also for sowing.

In July, however, the rainfall was very meagre, only a few cents having fallen, as compared with 12 to 18 inches in the same month of the preceding year. Jambusar had but very light and scattered showers. The sown crops rapidly withered for want of moisture. Fodder became scanty, and even the water-supply showed signs of failing.

In August the rain was again very meagre, amounting to only a few cents as against 6 to 8 inches average for the month. Vagra and A'mod received no rain at all. Very light rain fell on 6th, 7th and 15th, 16th and on 25th. Kharif crops by this time completely withered and agricultural operations came to a standstill. In the absence of fodder people began to feed their cattle on leaves and cactus. Prices rose steadily and the prospect became very gloomy.

Early in September 1.47 inches of rain fell at Jambusar and only a few cents elsewhere, as compared with the normal 4 or 5 inches, the usual average of the month, and there was no rain afterwards. By this time it became evident that the kharif crop was a total failure. Only in Anklesar and in a very few villages in Broach, which received 10 inches 87 cents, was any harvest secured at all.

In October no rain fell at all. In a few places only irrigated crops were raised by well water. A little fodder was also procured in this way, but the general condition of the cattle became worse in this month and numbers of them were sent to Thana and other forests for grazing. It became evident that the situation could only be saved by very heavy rain which it was then too late to expect.

In November and December there was no rain. As the month of November drew to a close, all hope of rain was gone and the grip of famine tightened over the district. And measures were concerted to deal with an agricultural calamity, the like of which no man living in the district could remember.

(4) Taking the area sown during the last three years into consideration I find that the average area sown with different crops and their average yield is as under.

	Acres	
Jowar .	152,000	9.8
Bajra ..	12,500	8.4
Rice .	18,000	8.6
Wheat .	59,000	8.7
Kodra .	8,000	7.1
Tal ..	16,000	..
Tuvar .	12,000	8.8
Láng ...	48,000	7.3
Cotton ..	210,000	9.7

Annas 12 is taken to represent the normal yield; hence it will be seen that the average yield in these three years is below the normal

Compared with the low average of the three preceding years it will be seen from the following table that the percentage of crops sown is very small —

Food crops	Average area sown	Area actually sown this year	Per centage
	Acres	Acres	
Jowár	152,000	28,621	20
Bágrí ..	12,500	1,985	16
Rice ..	18,000	2,508	14
Wheat	59,000	340	08
Kodra .	8,000	319	4
Tuver	12,000	2,723	4½
Láng .	48,000	7	.
Tal	16,000	748	45
Cotton	210,000	62,000	33

From the above it will be seen that the area sown was very small and the yield was poorer still, no crop yielding more than 24 annas as compared with 12 annas of the normal

(5) This is mainly an agricultural district and the major portion depends for its subsistence on cultivation. The following will show the percentage of different classes depending on agriculture to the total population —

Labourers	15 03
Petty cultivators	54 93

Total population .. 341,490

(6) When it was observed that owing to failure of crops the people began to suffer, test works were opened, and when the number of labourers on these works increased, these two were taken as indications to show the necessity of relief.

(7) When it was found that both rabi and kharif crops failed owing to want of rain, people began to wander away from their homes in search of relief. Test works were then opened. When the numbers on these were found to have rapidly increased, it was thought necessary to put the famine machinery in motion.

(8) At the beginning test works were undertaken and then they were followed by other measures of relief, when the number on them began to increase rapidly, and when owing to the failure of rains all hopes of harvest were lost, the Mámlatdárs were

called upon to report on the condition of the people and the extent of relief necessary. The reports submitted by the Mámílatdárs and the personal observations made by the Collector and his Assistants showed that the distress was general and keen throughout the district. These were the tests applied for gauging the extent of the distress.

(9) I was prepared to meet famine by opening relief works and by giving dole, opening poor-houses and undertaking such measures for relief as are mentioned in the Famine Code.

The district being immune from famine, regular and complete famine programme was not ready, but when famine appeared impending, relief works were selected in consultation with the Executive Engineer and opened wherever necessary. Generally plans and estimates were got ready before the works were undertaken, but in cases of urgency they were prepared after the commencement of the works.

No scale of establishment was included in the relief programme, which was prepared as soon as the necessity arose. The Code however fixes the scale for work establishment, with regard to the subordinates and other higher establishment, the Executive Engineer obtained the necessary establishment as necessity arose.

There were no lists of candidates qualified for famine service kept up nor were there such candidates.

(10). As stated above there was no programme ready made before the advent of famine. But as soon as the necessity of relief works became apparent, a programme was drawn up in consultation with the Assistant Collectors and Executive Engineer. Provision was at first made only for large relief works. But later on, on the approach of the monsoon a programme of small relief works was drawn up to enable the cultivators to cultivate their fields.

(12) As soon as the necessity for relief measures became apparent, Circle Inspectors were appointed to watch the condition of the people, to put persons on dole according to the necessity. The Circle Inspectors were given about 8 to 10 villages each and they were directed to visit each village at least twice a week. The village officers were authorised to put people on dole, but if any person not deserving of it was found to be entered on the dole list, he was removed by Circle Inspectors and other disbursing officers.

One extra avalkárkun was given to each taluka, and special relief officers were also appointed wherever necessary. Care was taken to see that each taluka was under effective supervision of at least one responsible superior officer.

Tagávi was freely given to enable the cultivators to employ labourers, and in order that this should be very speedily distributed among the cultivators without their being compelled to go to the taluka station, special disbursing officers were appointed for the purpose to every 15 to 20 villages.

People gathered funds among themselves and started cheap grain shops on their own account. The officers had no hand in them except advising the people to collect subscriptions and to assist their brethren.

(15) Works under District Local Board were first undertaken. They were under the supervision of the Local Board overseers and Taluka officers.

Later on test works under Public Works Agency were also opened.

The following works were undertaken by the District Local Board as test works and Public Works Department under the piece-work system.—

Name of Test work	Taluka
Deepening the tank at Kapuria	Jambusar
Do Karmod	Do
Do Peludra	Do
Do Sambha	Do
Do Limaj	Do
Do Kava	Do
Do Hankhu	Do
Aldai Tank	Broach
Karym do	Do
Smdhot do .. ..	Do
Wansu do .. ..	Do
Amadia do . . .	Do.
Mahudra do .. ..	Do
Dabhali do .. ..	Do
Kavitha do .. ..	Do
Haldarva do. . .	Do
Sidhpon do .. ..	Do
Kuvada do . . .	Do
Palej Road	Do.
Chavaj Tank .. .	Do
Tanchha do	A'mod
Timbi do . . .	Do.
Itola do . . .	Do
Nahier do . . .	Do.
Bodka do . . .	Do
Keshlu do . . .	Do.
Manjola do . . .	Do
Sarbhon do	Do
Panjroh do	Anklesar
Ravidia do . . .	Do.
Kahanva do	Do
Samli do ... ..	Do
Dungra do . . .	Do
Sheikh Nizam Tank	Do.
Deepening Pal of the tank at Val- voi	Do
Repairing the Broach-Dehej Road	Vagra
Deepening the tank at Keshvan	Do.
Do Vahial ...	Do
Do Kadodra ..	Do
Do Jolva	Do

*Public Works Department works under piece-work system.*

	Date on which commenced
Nobar Umra Channel (Jambusar Taluka)	25th September 1899
Wagusna Channel (Broach Taluka)	28th September 1899.
Rahad Channel (Vagra Taluka)	16th October 1899.
Kolavna Itola Channel (A'mod)	18th October 1899

(17) Under piece-work system payment was in strict proportion to results without any maximum or minimum rate, nor was any rest day allowance or allowance to dependants allowed. The labourers were supposed to work harder to make up for rest day allowance and allowance to their dependants. They were however paid more than 25 per cent above what was due according to code wages.

(18). The number of workers began to increase with the increase of distress, and amongst them were seen emaciated workers also. Prices of grain went up high. The workers had no local employment to fall back upon. The village inspection also brought to light that if immediate steps were not taken people would die of starvation.

These circumstances induced the conversion of test works into regular relief works.

(19) When it was found necessary to open regular relief works, large relief works were opened. The first work was opened in the A'mod Taluka and then in the other talukas. In opening works care was taken not to open them very near to each other.

(20). Large relief works were under the control of the Public Works Department. The scale of supervising establishment, as far as I know, was prescribed and kept ready according to necessity. No delay was caused in opening works.

Tools and plant were available and no inconvenience was caused.

(21) The works were not divided into charges. Each work was considered to be a separate charge and the number to be employed on such work was given in the famine programme. Whenever the maximum number was exceeded the labourers were drafted to other works.

(22) Each charge had its own establishment and it was generally provided with the following staff, but it varied according to the largeness of the work —

- 1 Overseer or Sub overseer
- 5 Maistries.
- 3 Cashiers
- 20 Karkuns
- 1 Office clerk.
- 1 Store clerk
- 1 Karkun.
- 1 Karkun for sanitary inspections
- 1 Special Civil Officer
- 1 Kitchen Superintendent
- 3 Karkuns
- 1 Hospital Assistant
- 1 Compounder

(b) Arrangements for sheltering were made as prescribed in the Famine Code on each and every work. Sufficient number of huts made of bamboo mats and in some cases of cloth were provided. Trenches for latrines were dug as per directions given by Medical authorities on each and every work. Bhangis and sweepers were engaged for conservancy. Muceadams were appointed to supervise them.

Water-supply was particularly cared for and new wells were dug when necessary. Sheds were put up in the kitchen and on the works to supply drinking water. Big earthen jars were used.

For food-supply bázás were opened on each work and the bázai arrangements were supervised by the special Civil officer. A police guard was also kept on each work. One Hospital Assistant was appointed to each work and camp hospitals were put up for the purpose, and special hands were engaged to serve the water. They were provided with necessary medical stores and necessary number of cots and attendants were provided. The camp hospitals were supervised by sub-divisional officers, the special Civil officer and the District Medical officer.

(25). The officers of the Public Works Department were subordinate to the Civil authorities in all matters except professional.

(27). It rested with Public Works subordinate's charge and not with the Civil officer.

(28). The gangs were constituted of diggers, carriers and working children, and a muccadam was appointed for each gang. The number of diggers and carriers was fixed according to the nature of the work. Each gang consisted of 50 to 60 workers. As far as possible gangs were formed out of men from the same village or family, and the arrangement worked with success.

(29). The wage scale given in the Code differs slightly from the recommendations of the Famine Commission given in paragraph 445. From the administrative point of view I think it desirable to carry out the proposals of the Famine Commission. From the economic point of view it is a little more costly, but looking to the soft condition of the Gujaratis, it is desirable that no deductions be made in the wages.

(30). The distinction between the classification of wages between men and women already drawn in the Famine Code works well. Present wage to women cannot be safely reduced. The Medical officers on examination saw general loss of flesh and softness always seen on women between 15 and 25 in ordinary times. The work they turn out is about  $\frac{2}{3}$  of what men can do and the difference in wage does not bear the same proportion.

(31). Piece-work system was introduced at the outset. The two systems were not carried on simultaneously on the same work except in the Sub-division of A'mod for a short time in the beginning.

(32). I agree with the Famine Commission.

(33). The Code task was exacted at the outset. Full task was demanded from all the workers except the emaciated, who were formed into separate gangs.

No allowance was made for the distance the workers had come from. The tasks were subse-

quently increased. The change was general and was made by Government order

A large number of works were opened in the district to meet the increasing demand of labour; the district being compact it was thought necessary to enforce more stringent tests and consequently the tasks were increased. But experience shows that the Gujarátis being a soft kind of people, unaccustomed to hard work, find it difficult even to complete the tasks as they stood before the increment. The result of increasing the tasks was that a large number of labourers was fined. Hence in my humble opinion any increment in the tasks appears undesirable

(37) Minimum wage was allowed at the outset, but the workers were not paid below the minimum till March. Penal wage was introduced in accordance with Government Resolution No 788 of 9th February 1900 and the people were fined below the minimum. In the majority of cases the people earned more than the penal wage. The new comers were not generally fined till they were trained to the work

(38). Weekly payments were made. Daily payment is desirable and it is, I think, practicable, provided sufficient number of cashiers are appointed for the purpose

(39). To new comers daily payments were made for the first three days, then two bi-weekly and then weekly. It is a fact that many of the workers were at the mercy of the Banias on account of these weekly payments, and many had to starve. When this came to my notice, orders were issued to the special Civil officers to take rounds in the camp, to find out such persons and to give them grain from the Banias on credit. To save all this daily payments are more preferable

(40) Payments were always made to individuals, and this system, I think, is preferable.

42 At the outset the system described in para. 212 of the Famine Commission was in force

44 As far as I know contractors were not employed at any stage of famine in connection with work.

45. Under the payment by results system the muster rolls were kept up.

46 The Mámlatdárs were directed to give the rates of grain to the Public Works Department officers every Saturday and wages were calculated according to these rates by the Public Works Department. Jowár and bájri were staple food-grains, but wages for some time were paid on the basis of the prices of Burma rice when sold cheaper than jowár and bájri. When this was discovered, orders were issued to calculate the wages on the staple food-grain

For all fractions over  $\frac{1}{2}$  a lb one lb was added, while all fractions less than  $\frac{1}{2}$  a lb. were omitted,

48. Orders for stiffening or relaxing tasks and wages were obtained from Government. The Collector and Commissioner exercised the power given to them in the Famine Code and for other matters reference had to be made to higher authority. When any steps were taken by the Collector in anticipation of sanction, his action was approved.

51. There was no necessity to draft labourers from large relief works to small ones.

52. Small relief works played a small part in relief operations. Test works were opened in the beginning and small relief works during the monsoon for enabling the cultivators to cultivate their fields. The district is compact and there was no great necessity for opening many small relief works.

53. The classes of work included mostly excavation and repairs of village tanks. Construction of village roads, removal of prickly pear and making of improvements within the village sites were also undertaken.

54. They were conducted under the Civil Agency and were under the direct control of the Mamlatdār.

55. The small relief works were supervised by Local Board overseers, with maistries and experienced kárkuns working under them. The work was laid down and measured by them or under their directions, and the payment was made by the kárkuns in the presence of village officers.

The village officers were responsible to see that work was given to all who were in need of it and to exact proper task from the workers.

The land-holders were not in any way responsible either administratively or financially for these works.

56. On small relief works attempt was made to work the task work system as laid down in Government Resolution No. F-538 of 5th March 1900, but the tasks were subsequently reduced as the prescribed tasks were found rather heavy and as it was thought necessary to give time to the cultivators to look after their field operations.

Relief was given to all who were in need of it.

The wages were fixed as laid down in Government Resolution No. Fam-2290 of 15th May 1900. The difference between these wages and the wages given on large relief works was about one anna and less than those given in the Code.

57. No such system was tried in this district.

58. Generally such works were not opened close to each other. In order not to make small relief works attractive reduced wages were given on these works and consequently those who had field work only joined these works.

59. Small relief works are much liked by the people because they much suit their convenience. But if these works are kept on going throughout



the famine there is reason to fear that a large portion of the population will join them, the result of which will be their demoralization. Besides there will be much difficulty in supervising them. For these reasons I am of opinion that large relief works should, as far as practicable, be the only works undertaken so long as the famine continues at a high pitch or so long as there is no need for the agriculturists to stay at home for the purposes of cultivation.

But at the beginning of the rainy season the people have to make arrangements for getting their lands cultivated. It is therefore desirable that the small relief works should be opened some time before the actual commencement of rains. The small relief works should be continued only so long as there is a necessity for the agriculturists to stay at home.

The wages paid on small relief works in this district were smaller than those earnable on large relief works, and hence there was no rush on these works which was to be feared owing to their convenient location.

The people are averse to leave their villages to join large relief works at a distance from their homes. The reason is, that they have some cattle, &c., to take care of. Their stay at the village enables them to do this, though with great difficulty. The preservation of their cattle and other small property is absolutely necessary. It would, in my opinion, be desirable that from among each family of such of the agriculturists as have some cattle and other agricultural property to look after, one adult capable of doing this should be put on dole. This will probably prevent the wholesale desertion of villages and will enable them to save their cattle and property, a thing highly desirable.

60. Excepting Bhils, Kolis and Talavias there are no other aboriginal tribes in this district, and the number of them too is not very large. They formed a small proportion and no special measures were concerted for their relief. They easily partook of the ordinary measures in operation for the relief of the people in general.

61. No such works were opened in this district.

62. No such works were opened in this district.

63. No necessity was felt for special measures for the relief of artizans. I am, however, of opinion that it is desirable that the artizans should be employed in their own crafts where necessary.

64. So long as they had means of subsistence at home, they did not join the relief works. But after that they did come to relief works, but they were found physically not quite fit for ordinary labour.

65. No special measures for the relief of artizans were taken.

67. Large quantities of grass were being imported into the district from Songad and Navapura as stated in the answer to question No. 66. How

very useful this imported grass proved to the rayats can be imagined from the fact that not only was no difficulty felt in disposing of it, but on the contrary difficulty was felt in making a selection to which of the needy applicants the grass was to be sold. It was feared that if the pressing had been entrusted to any contractor a large expense would have been incurred and probably a delay would have occurred. It was, therefore, arranged to purchase two pressing machines. These were given to a contractor and he was asked to daily press a certain quantity for us and it was settled that he should buy up the machines. Thus the contractor being given a certain advance of capital in the shape of machine we were saved a great delay and expense. A special clerk was placed at Navapura and Songad for weighing and sending the grass. The grass operations commenced in September 1899 and continued till August 1900. A grass depôt was made at Broach which was kept under the direct control of the Huzûr Deputy Collector. The grass was sold on chits issued by the Mâmlatdrâs to cultivators either by cash payments or by tagâvi loans. Besides grass was sent to the talukas according to the indents of the Mâmlatdârs who sold it to the needy cultivators. On the Tankana side of the Jambusar Taluka difficulty was felt by the people to carry the grass. It was therefore sent by boats and sold to them. The chit system was introduced by the Honourable Mr. Lely and it proved very successful.

68 On large works dependants were relieved in kitchens with cooked food, on small works by uncooked doles, cooked food was provided in village kitchens if they were near the work.

69 Gratuitous relief was generally given by grain dole, and this kind of relief is most appropriate owing to caste differences and prejudices.

Village kitchens, however, were opened in the month of June 1900. In all 55 village kitchens were started. The higher classes refused to take food in these kitchens and they were given grain dole. Generally dole was stopped in villages where kitchens were started.

72 The poor-houses were not used as depôts for able bodied vagrants and emigrants. But they were admitted into poor-houses if they were found to be weak and emaciated. Persons who refused to work were not sent to poor-houses as punishment for refusal to work.

73 Every care was taken to weed out the poor-houses by drafting people to work or to their houses, as soon as they became sufficiently fit for work.

74A. The ration prescribed in the revised Famine Code for poor-house inmates was given. One meal ordinarily was of bread and pulse and the other of rice and pulse with the allowed scale of vegetables, oil and condiments. For the patients hospital diet was given.

Mellin's food and condensed milk were given to the weak, emaciated and sick people.

75. The ration prescribed in the Famine Code was strictly followed, two meals were given at fixed times. People were compelled to take food within the premises of the kitchens and poor-houses. They were not permitted to take food to their houses or villages. Khichdi and dāl with vegetables and bread and dāl with vegetables and condiments, oil, were given daily either in the morning or evening alternately.

75A The list of dole recipients was prepared by the village officers. It was checked by Circle Inspectors, who were directed to personally see the dole recipients and scrutinize the dole lists twice a week. They were also inspected by other inspecting officers who could add to and take out from the list any person whom they liked.

76 No limit was fixed, but no village kitchens were opened close to relief works.

76A The dole was given in grain daily at the village chowra in the presence of village officers and village Panch. When persons were ill and unable to go to the chowra, the village officers were directed to give dole to such people at their houses.

77. The admission into work kitchens was restricted. On large relief works only the weak dependants and non-working children of the labourers were fed, and in village kitchens were fed only such persons as were entitled to get the dole. Emaciated vagrants were also fed in them.

77A Gratuitous relief outside the code was given to persons who ran through fear of contagion to their villages when cholera broke out on the works, also to cultivators who were allowed to go to their villages on the approach of the monsoon to prepare their lands for cultivation. This was given only during the continuance of the necessity.

78 Generally Brāhmīns or other high caste people and Kumblārs were employed as cooks.

Rajputs and other high caste Hindus objected to eating cooked food in kitchens owing to their religious scruples, to such people grain dole was given in place of cooked food. This reluctance was shown by them throughout the continuance of the famine.

79. The kitchens attached to relief works were in charge of the Civil officers. A superintendent was appointed to a kitchen whenever the number exceeded 750. They were supervised by the officer in charge of the work and the divisional and other special officers whenever they visited the works.

The village kitchens were in charge of karkuns appointed for the purpose. They were supervised by the village officers, Circle Inspectors and the Tāluka officers.

80 Cheap grain shops were not opened from the charitable or Government funds. They were, however, opened at Broach, Jambusar, Anklesar and A'mod by private local subscriptions. The difference

between the market rates and the rates at these shops was very small. These grain shops were under the management of committees appointed by the people.

81 I do not think that opening of cheap grain shops would interfere with the free action of grain trade, provided the grain is sold only to the poor people who do not join the relief works and who are ascertained to be really in need of relief.

82 The total land revenue of this district is Rs 2,10,254-8-3, out of which Rs 4,62,381-1-6 were collected up to 31st November 1900, which gives a percentage of about 20 to the total demand.

The amount proposed to be collected hereafter is Rs. 2,49,344-11-5. If this whole amount is collected the collection would amount to 32 per cent of the demand, and the balance comes to Rs. 14,98,528 or 68 per cent of the demand.

What amount of this balance will finally have to be remitted cannot be foretold with any exactness at this stage, for personal inquiries will have to be made in each case before remission is granted.

The persons not included in the list of substantial khatedars have been informed that postponements have been given to them.

From what I have seen of the people I am led to believe that even the well-to-do merchants and substantial khatedars try their utmost to avoid payment and their example is copied by others. Hence the Mamlatdars find it difficult to collect the land revenue.

83 No final orders have yet been passed as to the amount to be remitted or suspended. But orders were issued from the beginning that poor khatedars should not be pressed for payment of revenue and that it should be collected only from substantial khatedars and others able to pay. The Mamlatdars were ordered to prepare lists of such people. These lists have been all prepared and sanctioned. In preparing the lists the outturn of the crop and the general capacity of the khatedars were taken into consideration. The lists were prepared in the first instance by the village officers, and then they were checked by the Mamlatdars and sub-divisional officers.

84 The lists of persons to whom suspensions and remissions are to be granted were framed after the revenue collection began.

85. We have no zamindari system in this district.

86. Looking to the amount of remissions and suspensions proposed to be given, it is evident that the cultivators will get sufficient relief under this head. The amount proposed to be suspended or remitted comes to Rs 14,98,528.

87. The number of persons in receipt of relief in this district exceeded 15 per cent. of the population. It was to a great extent due to the severity

of the famine and the unpreparedness of the people to meet the unprecedented distress. The crops had been poor during the previous two or three years and the high prices prevailing had seriously affected the condition of the people. A large number of immigrants from the adjoining Native States and from the districts on the north also contributed to some extent to increase the percentage

88. The relief did not appear to be defective or excessive

From what I have seen of the relief works, poor-houses, &c, I think the relief given was sufficient

89 Among persons in receipt of Government relief, there were proprietors, State-rayats, tenants, &c.

This is a purely agricultural district and the number of cultivators is much larger than other classes and consequently their number was predominant among the persons relieved.

90 This was the first famine of acute stage in Gujarát during the memory of the oldest of the inhabitants and consequently no comparison can be made.

91 The sowcárs not having received repayments of loans advanced for the last two or three years, hesitated—and were not in a position—to advance free loans in the famine year and hence the money market was tight

The people generally sought Government relief after their private means were exhausted

As regards Borahs, however, I have observed cases in which State relief was resorted to to augment their private resources, but such cases were not many

92. As far as poor-houses and gratuitous relief are concerned, the tests laid down in the code are sufficient. But on relief works it was brought to my notice that certain people, mostly of the Borah class, joined them though they had means of maintenance. But I am afraid these cases cannot be weeded out. The special Civil officer, who is the person to admit the people on work, has hardly time and means to make the necessary inquiry in each case, and if he were directed to admit people on work only after inquiry, it is feared that people will not get relief in time and the delay will result in undesirable consequences. Under these circumstances I am of opinion that the present procedure of admitting people on works without making inquiry should be adhered to.

93. The existing tests are, as said above, sufficient, and I do not think any further stringency in the matter would be desirable

94. A special form for registration of births and deaths is provided in the village manual and is kept at each village and it is filled up by the village officers.

96 On relief works where no wells existed special wells were dug out for supplying water to the relief workers and only such water as was found potable was used on these works

The wells were disinfected from time to time with permanganate of potash.

During the prevalence of cholera even village wells were disinfected. Another precaution which was necessary and effective was to prevent people drawing water from wells with their own pots. Guards were placed on all the wells on relief works and the people were prevented from bathing near the wells or entering them.

Under the above circumstances, I do not think that the increased mortality was in any way due to the defects of water-supply.

98 On each and every relief work a bázár was opened which was under the direct supervision of the special Civil officer. The District Medical officer, and sub-divisional officers, the Mámlátdárs and the Collector examined the shops in the bázár at the time of their visit. Whenever any unwholesome food was seen being sold its sale was immediately stopped. During the prevalence of cholera orders were issued preventing the sale of "láng", coconut, khajur and such other articles as were considered unwholesome by Medical officers.

99. There were no wild products procurable in the district to any appreciable extent to supplement the food of the people.

104. No complaints were heard from grain dealers about the railways being unable to supply wagons for carrying food-grains to distressed tracts. But numerous complaints were heard from agriculturists that they did not get wagons in time for the carriage of the fodder which they had purchased in forest tracts out of the district. Similar difficulty was experienced by me in importing fodder and bullocks for the people.

As no complaints were heard about the railway being unable to supply a sufficient number of wagons for the carriage of food-grain, I do not think that the local prices of food-grains were much affected thereby. But as it was not possible to import into the district fodder owing to want of railway trucks, the price of fodder had risen immensely high.

105 No complaints were heard from private employers of labour about their experiencing any difficulty in obtaining labourers.

106. The reluctance of the people to adopt any changes in any of their affairs prevents them from making any improvements of the kind referred to, and hence there is no appreciable change in the mode of cultivation.

109 The following Staff Corps officers were employed in the district —

Captain Keays

Lieut Hutchinson.

Lieut Crichton

Staff Corps officers were employed in the supervision of famine affairs when their services were available. They were asked to pay special attention to the proper distribution of dole. Their services were also employed in making tagávi advances and in watching the condition of the people.

Officers of the Native Army, *e.g.*, Lance Nálks, &c, were employed on minor duties, such as supervision of ambulance system.

Besides the above officers and men the following officers were posted to this district —

Mr. R E Holland, I C S, Madras

Mr Nairn, of the Northern India Salt Department

Mr Richardson, of the Postal Department.

Mr Gibbons, } of the Preventive Department.  
„ Stockbridge, }

Besides the above services of graduates and non-graduates were obtained and utilised as special Civil officers.

Services of persons serving in the Judicial and Educational Departments were also utilised for duties suited to their rank and abilities.

The services of Subordinate Judges were especially very useful and effective.

In my opinion it is desirable that services of persons knowing the language of the district should, as far as possible, be utilized or engaged for famine duties.

G D PANSE,  
Collector of Bioach.

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## Mr. G. D. Panse

*Supplement to the answers by Mr G. -D Panse,  
Collector of Broach, to the questions drawn up by  
the Famine Commission*

11. Test works were first opened in September and they were followed by large relief works. Along with large relief works, kitchens were opened on them. After these gratuitous relief at home began to be given by the end of September, and this was followed by poor-houses in December. Village kitchens were opened in June 1900.

Cheap grain shops were opened by about the end of November, these were under the management of private committees. Ladies' Relief Fund was started in the month of December, and the Indian Charitable Relief Fund operations began in March 1900.

There are no Government forests in the district.

13. Takavi was given at the outset of the famine chiefly for the following purposes —

- (1) For *kos vari* (raising crops by irrigation).
- (2) For fodder
- (3) For constructing and repairing wells

These advances were made under the Agriculturists' Loans Act and the Land Improvement Act.

The advances made under the above said Acts from August 1899 to December 1899 amounted to Rs 2,66,409-4-0, as will be seen from the following table —

Month	Agriculturists' Loans Act	Land Improvement Act	Total
	Rs   a   p	Rs   a   p	Rs   a   p.
August	2,740   0   0		2,740   0   0
September	20,220   0   0	2,000   0   0	22,220   0   0
October	71,395   12   0	11,605   0   0	83,000   12   0
November	53,934   8   0	28,875   0   0	82,809   8   0
December	40,539   0   0	35,100   0   0	75,639   0   0
Total	1,88,829   4   0	77,580   0   0	2,66,409   4   0

The loans were advanced to agriculturists, *i.e.*, registered occupants of Government lands, actual holders of lands and to tenants of holders under the talukdārī estates, for the objects mentioned above



2

The amount of takavi allotted to this district from April to December 1900 was Rs 11,68,000 in addition to that sanctioned from August to March 1900. The amount advanced was as follows:—

	Rs
(a) For seed	4,11,523
(b) For plough cattle	4,74,842
(c) For fodder	2,62,713
(d) For subsistence	1,14,551
(e) For wells	1,44,552
(f) For "other purposes," i.e., kos varat, building houses, &c	1,09,341
Total	<u>15,47,522</u>

When such large amount was sanctioned as takavi, special rules were framed for the guidance of the officers granting takavi advances. In advancing a loan under the Land Improvement Act, a special condition was inserted asking the recipient to engage a fixed number of labourers per hundred rupees of the loan. The Circle Inspectors and the other inspecting officers were directed to see every time they visited any village that the amount of takavi was not misapplied. I am glad that, on the whole, the advances were utilized on objects for which they were granted.

In this connection I may observe that the *savkās* in times of scarcity hesitate to advance loans freely and the money market becomes very tight. If at such a time the agriculturists had not received needful help from Government in the shape of takavi, the result would have been disastrous. If such large amount of takavi had not been advanced, it would have been impossible for the cultivators to cultivate even half of the area which they have now cultivated, nor would it have been possible for them to purchase half the live stock which they have imported from far off places, nor again would they have been able to maintain themselves at home to watch their fields and cattle.

When fodder became very scarce and when it was found that it was not possible for the people to procure fodder for themselves even with the help of takavi, it was arranged to send their cattle to Pálghar and other forests, and also to open a cattle camp. The expenditure incurred in these operations was finally debited as takavi to the persons who took advantage of them.

Arrangements were also made to import a large quantity of grass from the funds placed at my disposal by the District Local Board for the purpose. The grass thus imported was sold at first at the cheap rate of Rs 2 per 1,000 lbs and subsequently at Rs 6 to poor cultivators. Whenever the people could not pay even this small amount of money, it was given to them in lieu of cash takavi.

Mention must here be made of the large amount which was spent out of the Indian Charitable Fund for the purpose. In all about Rs 17,580-1-5 were spent on this object from the Fund.

On seed and maintenance the amount spent from the Charitable Fund was Rs 1,44,219-6-1

At first the takavi advances were granted under ordinary conditions about repayment and interest. But on receipt of Government Resolution No 3666, dated 6th November 1900, collection of instalments of takavi under Agriculturists' Loans Act was postponed till 1902 and the loans made free of interest as directed in Government Resolution No 3488 of 12th October 1900

At the outset takavi was advanced under the ordinary rules and hence revenue defaulters could not take advantage of the liberality of Government. But later on the restriction against advancing takavi to defaulters was removed by Government Resolution No 3321 of 19th July 1900.

There are some villages in this district under the management of the Talukdār Settlement Officer, and when it was found that these estates could not render the needful help to their tenants, a sum of Rs 15,000 out of the takavi amount was placed at the disposal of the Talukdār Settlement Officer

14 In some parts sweet water is not available and there is no great encouragement to the people to dig wells. Besides the land is so fertile that the people do not think it necessary to get their land irrigated

(a) The average depth below the surface was about 50 to 60 feet

(b) Takavi was given for the purpose of digging wells and they were in many cases successful in securing the crop on the ground.

(c) How far these wells would prove to be a permanent improvement cannot be predicted, because experience shows that in some parts even sweet water wells turn out blackish after some years

The recipients employed labourers for the construction of wells. Instructions were issued that a special condition should be made with the recipients that they should employ a certain number of labourers to be fixed by the Māmlatdār for hundred rupees of loan.

16 Piece-work system was introduced on all the works and tasks were exacted according to the table fixed by the Executive Engineer on Public Works Department test works and at annas 5 to 7 for 100 cubic feet on Local Fund test works. Previous occupation was not taken into consideration.

23 Admission was free to all persons ready to submit to the labour test and no system of selection was tried. The distance test was tried. Drafting was made from time to time and compulsory residence was strictly enforced.

24 The area of the district is 1,463 square miles and the population is 341,490. From the facts that

have come to my notice in this famine, I think that two charges of 5,000 each will serve an area of about 227 square miles and a population of 45,000 during a very severe famine like that we passed through last year. The people had to go to seek relief not more than 5 to 10 miles.

26. A Special Civil Officer was appointed for each work. In the beginning kárkuns from the Mámlatdár's Kaehen were appointed. They were however, replaced by graduates and European subordinates from other Departments and their salary was fixed from Rs 60 to 100. They were placed under the officer in charge of the work. It was not possible to find out persons for the post of Civil Officers of the experience and grade recommended by the Commission, and as they were subordinate to the Public Works Department officer in charge of the works they did not exercise any control over the checking of measurements, calculation of wages, or the supervision of the accounts of the Public Works Department.

34. The scale of wages prescribed in the Famine Code is, I think, sufficiently adequate, but, in my humble opinion, it may well be slightly increased for the following reasons:

In this district the people have adopted a somewhat higher style of living than that prevailing in similar classes of the poorer districts of the Deccan.

Even the poorer classes in ordinary times had enough of food superior in kind to that available to their poor brethren in the south. Many had in consequence become more soft and less able to stand on insufficient and unaccustomed food for any length of time than the Deccanis. In the Deccan the people, even in ordinary times, have for the greater part to live on simple bread and onion with a little salt and chilies. On this side the ordinary ryots are accustomed to take three substantial meals every day and the meals generally consist of *khichdi* with milk or curd, ghee and other articles. The sudden change from that food to that which they can get out of the sanctioned wages is more than they can stand and it must have told to some extent on their health.

I should in this connection urge that the wages are calculated on the basis of jowar grain. But as a matter of fact the people have to buy flour, which sells at least 2 lbs. dearer than the grain. The Code provides that the Collector should supply grinding stones to the labourers. But when their number is large such a step would be almost impossible, and I think that in future jowar flour should be taken as the basis of wages instead of the grain.

Further, another circumstance which has to some extent to be taken into consideration is that when grain is quoted at certain rate, say, at 17 lbs.

a rupee, the labourers, who have to purchase the grain of a few annas worth, get it at only 1 lb. per anna, perhaps not even that quantity if the Bania practises any of his trade tricks

It was, I think, quite impossible for the workers to save anything from the wages they got

The copper coin, I think, was returned freely to the Banias on the works

35. Rest-day wage was given on task work system and I think this method is preferable. On task work workers cannot earn more than the full wage. Taking the fining, &c, into consideration, they do not save from their earnings for the rest-day

36. The minimum wage does not appear to me to be high

As regards fining, I think it should be inflicted after inquiry as to whether the short work was the result of idleness or of inability to perform the task. In the latter case the Special Civil Officer may be allowed to remit the fine

In contumacious cases the fining may be carried down to the penal wage

47. The various steps adopted in opening relief works were briefly these —

(1) The work was selected by the Revenue authorities in consultation with the Executive Engineer and the latter was then requested to open it on its being sanctioned by the Commissioner, N. D.

(2) The Superintendent of Police and the Deputy Sanitary Commissioner were requested to send a Police party and a Hospital Assistant, respectively.

(3) Sites for sheds, hospitals, kitchen, &c, were selected and the sheds constructed thereon

(4) A day was fixed for the opening of the work and the people of the surrounding villages were informed of the opening of such work

(5) Sufficient number of establishment was entertained by the Public Works Department in connection with their arrangements

(6) A Special Civil Officer and other establishment for kitchen, sanitary and other arrangements were provided by the Collector

(7) The Mámlatdár had to make arrangements for opening the bazár or sending Bania shops

The following description will illustrate the question more fully —

(a) Each work was placed in charge of an Overseer or a Sub-Overseer, under whom was placed a sufficient number of Maistries and Muccadams. The labourers were divided into gangs and were paid

according to the task work system. For fixing and for measuring the work done a gang was taken as a unit. The payment was made by cashiers and this was supervised by the officer in charge of the work and the Special Civil Officer.

(b) The weak people who resorted to the works were given a nominal work and formed into separate gangs. This formation of separate gangs was advantageous to the able-bodied labourers, as they were not handicapped by the short work of the weak people.

(c) The Government were pleased to order payment of Code wages on all the works in the district.

(d) A Special Civil Officer was appointed to each work and the civil arrangements were kept in his charge. Kitchens were opened on all the relief works, wherein were fed the dependants and children of the workers.

(e) The Special Civil Officer was given the assistance of a Superintendent of kitchen whenever the number of people fed in them rose above 750. Besides this a mustering *karkun* was employed for every 300 persons in the kitchen. The inmates in the kitchen were fed daily twice, once in the morning between 10 and 11 and once in the evening between 5 and 6. *Khichdi* (rice mixed with *dāl*) and *dāl* with vegetables, and bread and *dal* with vegetables were given daily either in the morning or evening.

(f) Orders were issued to supply the kitchens with fuel from Government waste lands. It was necessary in the interest of economy and convenience to issue such an order.

(g) Water and sanitary arrangements were kept in the hands of the civil agency. The muster roll of the people employed for these purposes was kept by the Special Civil Officer, but the men were paid by the Public Works Department on presentation of the musters.

(h) The duty of admitting labourers was entrusted to the Special Civil Officer, who, in consultation with the Public Works Department officers, did also the work of classifying the labourers. Sometimes this duty was performed by the Public Works Department officer. A flag was put up on each and every work to mark the site where new-comers were admitted on works. Instructions were issued to admit all who came to the work.

(i) A sufficient number of sheds were in the first instance provided for on each and every work and compulsory residence was enforced. With the rise in the number of workers the number of sheds was increased.

(k) The tools and plants were provided for by the Public Works Department. No delay was caused in providing the necessary tools and plants. The daily tasks were given and measured by the Public Works Department subordinates appointed on the work.

(l) In order to enable the workers to know the daily tasks given to them, a card was fixed in a conspicuous place on the work by each káikun, showing the various tasks given to the gangs under his charge. Besides pegs were pitched daily to show the daily work

(m) The tasks measured by the kárkuns and Maistries were tested by the Public Works Department officer in charge of the work

(n) As stated in answer to question No 38, daily wages were given for the first three days, then bi-weekly for two weeks, and weekly afterwards. In order to make payments sufficient number of cashiers were appointed on each and every work. With the assistance of the káikun they made payments, which were individual, under the supervision of the Public Works Department officer on the work

(o) The duty of fining was performed by the officer in charge of the work. In connection with this I may be permitted to observe that Section 87 of the Famine Code was not strictly observed and in some cases people were fined, I believe, indiscriminately without inquiring whether the less work performed was due to inability owing to sickness or to contumacy.

(p) Each and every large relief work was provided with hospital sheds, sufficient number of cots, *lambals* and other requirements. A Hospital Assistant and a compounder were appointed on each work. Besides attending to the patients in the camp and hospital he was directed to supervise the sanitary arrangements, look after the water-supply, take rounds on the work and in the camp to find out sick and emaciated persons and to take them either to the hospital or the kitchen. Sufficient quantity of Mellins' Food and condensed milk were provided to each and every hospital and proper care was taken about the sick

(q) Ambulance system was also introduced on every work, and weak, emaciated and sick persons found lying at or near the work were immediately removed in *dooks* to the camp provided for treatment.

(r) For the purpose of preventing the pollution of water a guard was kept over each well from which the relief works and kitchens were supplied with water

These were the steps observed on each and every work

66 The marginal table gives information regarding the

Year	Horned Cattle	Horses and Ponies	Sheep and Goats	Carts
1898 99	135,665	2,492	39,815	18,277
1899 1900	75,926	1,509	26,638	16,322
Variation	59,739	—983	—13,177	—1,955

the previous years till the month of July. Under the agricultural stock in the district under the principal heads as contrasted with the figures of

all the heads there was a decrease, which was due in part to the increased mortality in the district caused by the scarcity of fodder and in part to about 15,000 cattle being sent to Pálghar and other forests for grazing, where also many of them died.

Every effort was made to save the cattle. When it was found that fodder was not available in the district, the District Local Board was moved to allot large sums for the purpose of importing grass from Songhad, Navápura and other places and selling it to poor cultivators of the district. In all about 4,700,000 lbs of grass, worth about Rs 47,000 at the low rate of Rs. 10, was imported, and this enabled the cultivators to save a good number of cattle. In this connection I am glad to observe that the District Local Board, by sanctioning large sums, enabled me to import grass from outside the district. I should have imported larger quantities of grass, but considerable difficulty was experienced in obtaining sufficient number of wagons for conveyance, and later on the downpour of rain rendered further importation impossible.

I cannot help mentioning how very thankful the people were to our worthy Commissioner, the Honouable Mr Lely, for allotting Rs 6,000 to this district out of the Charitable Relief Fund for this purpose. This enabled me to sell grass to the poorest of the cultivators at Rs 2 per 1,000, and the help was most opportune at a time like this, when poor cultivators could not afford to import or purchase grass at market rates for their starving cattle.

I must also mention that the people of Broach were kind enough to subscribe Rs 2,000 for the initial expenses of the cattle camp. Such an institution was absolutely necessary at the time. We had on one occasion about 1,100 cattle in our cattle camp. The management of the camp, I am glad, was excellently supervised by Mr P. R. Mehta, the Assistant Superintendent, Revenue Survey, who was in charge of the camp at its starting and took a very lively interest in it. The total expenditure in connection with this camp was about Rs 22,625-8-7, out of which Rs. 18,315-15-0 were credited as takávi. The net loss was about Rs 2,329-4-3. Looking to the large number of animals saved, the loss, I think, is very small. The experiment as far as this district is concerned was successful, and I think it should be tried in the other famine districts.

A similar effort was made at Ankleshvar on a smaller scale by Ráo Sáheb Upasani, the Subordinate Judge, for starting and maintaining a cow camp. About a hundred were maintained at the camp by local subscriptions. When towards the end of June 1900 the supply of fodder became more scarce, an appeal was made to me and I spared some grass for the maintenance of the camp on condition that the cows should be distributed to cultivators free of cost. Besides the Local Board grass our Commissioner had arranged to import Government grass.

from Pálghai, Zansi, &c., and it was sold at Rs. 10 to cultivators. This enabled the cultivators to save their cattle, and they, no doubt, would never forget the liberality of Government.

I may also mention here that grass was given to some cultivators free of cost.

70 The distribution of village relief did not go beyond the classes mentioned in paragraph 141 of the Famine Commission of 1880 except in the following cases

When cholera made its appearance in the district, people began to run away from the works. To save these people from starvation, such runaways were put on dole only so long as the fear of the outbreak lasted. Small relief works were opened for the cultivators, but when it was found that cultivators could not attend to cultivation after working on the small relief works, they with their families were put on dole, in order to enable the cultivators to cultivate their holdings, and I am glad that owing to this a large number of cultivators have been able to cultivate their fields

Emaciated wanderers who were picked up on the roadside by *dooli* bearers and other persons found starving within the village limits were put on dole till they were able to join the relief works or go to the poor-houses

Dole recipients were selected by persons of local knowledge

Dole was at first strictly restricted to persons mentioned in Section 57 of the Famine Relief Code. But at the time of putting persons mentioned above, the village officers had to inquire whether there was any necessity to grant them dole. The selection which they made was tested by the Circle Inspector and other officers.

71 Six poor-houses were opened in the district.

	Date on which it was opened
Broach	1st December 1899
Ankleshvar	
Hánsot	... 1st "April 1900"
Vágra	2nd December 1899
Jambusar ..	11th "
Ámod	15th "

They were mostly frequented by debilitated emigrants and people of lower classes, such as Kolis, Talavias, &c. Some high-caste people, such as Rajputs, Kanbis, &c., were also seen in these poor-houses, but their number was small. The Pátidars and such other high-caste people and people with some self-respect declined to join the poor-houses.

The highest daily average number in all the poor-houses in the district was 3,455 in the month of March 1900

74 There were 55 kitchens in July 1900 and 70 in September. A kitchen was intended to serve approximately a distance of 3 miles



95 The mortality unfortunately showed very high increase during the famine year in spite of every possible effort to render the needful help in proper time and in a very liberal spirit. This was, no doubt, in a great measure due to the enervating climate and soft physique of the people and to their being altogether unused to the severe distress which of a sudden befell them. Their condition must have been to some extent undermined by the indifferent seasons during the previous three or four years, and they were ill prepared to stand the further strain of any acute famine. There are only five talukas in the district with an area of 1,463 square miles and a population of 341,490. Each taluka was provided with not less than six large works within easy reach of the people. Dole was given to decrepits and others. Poor-houses were also opened at a sufficiently early stage. Ambulance system was also introduced to pick up weak and emaciated and take them to the nearest village or poor-house for the needful help. These efforts to save human life were commenced in a much more liberal scale than in Bijápur during the terrible famine of 1896-97, but in spite of these the death-rate was much more heavy than in the famine year in that district. The increased mortality here must, under these circumstances, be, I think, attributed to climatic causes and the poor physique of the people and their incapacity to stand the strain of continued hard work and prolonged privations.

Part of the mortality was due to cholera and also not to an inconsiderable extent to the immigration of a large number of people in an emaciated condition from the adjoining Native States.

97. On each and every large relief work, in every poor-house and kitchen, the necessary sanitary arrangements were made.

(a) A Special Civil Officer was appointed to each work and the sanitary arrangements were entrusted to him.

For the purpose of preventing the pollution of water, a guard was kept over each well from which the relief workers and kitchens were supplied with pure water. The people were prohibited from entering the wells or bathing near them as also from drawing water with their own pots. On each well a sufficient number of buckets and ropes were kept for the use of the workers. The Special Civil Officers and Hospital Assistants on works were supplied with permanganate of potash and all the wells which supplied water to the workers were disinfected from time to time. The Special Civil Officers were strictly directed to keep a special eye on preserving the water-supply as pure as possible.

(b) Trenches were dug on all works to be used as latrines. The labourers were directed not to spoil the approaches of the work. For this purpose flags were posted round the work within which

limits the workers were not allowed to ease themselves. Guards were also kept for the purpose. Bhangis were kept to keep the trenches clean and new trenches were dug as necessary.

(c) Special scavenging staff was kept on each work to keep the surroundings clean. A sufficient number of sheds were constructed on each and every work for sheltering the people. These were daily inspected by Camp Inspectors and cleaned by scavengers.

The Special Civil Officers and Hospital Assistants were directed to take rounds within the workers' camps to see that everything was kept clean.

As regards kitchens, the establishment kept for the work was employed for keeping the premises clean. The Kitchen Superintendent and the Special Civil Officer looked after the sanitary arrangements in the kitchen. A nurse was kept for every fifty children to look after them and keep them clean. The kitchen was supplied with water by labourers kept for the purpose.

In poor-houses also a sufficient staff of Bhangis and guards was entertained. The poor-houses were kept under the supervision of Subordinate Judges wherever their services could be availed of. At other places they were under the management of the Mámlatdár and the Aval-Kárkun.

The District Medical Officers from time to time inspected the works, kitchens and poor-houses and suggested such improvements in sanitary arrangements as appeared to them necessary. The sanitary arrangements were on the whole found adequate, being supervised by Special Civil Officers, Mámlatdár or Subordinate Judge and District Medical Officers, Sub-Divisional Officers, and the Collector himself.

100 There was no doubt much immigration in the district, but from the time the outsiders were first drafted back to their territories they began to give false information about the villages of their residence in order to avoid drafting. It was impossible to find out the correct residence of persons who gave such false information, as all those who required relief were given it without any distinction. This precluded the possibility of any satisfactory inquiry into the matter of immigration. But in spite of this it was observed in one of the poor-houses that out of the total number of units, viz., 95,651, relieved therein, 52,874 were foreigners. This gives a percentage of 55.2. I am therefore led to believe that at the lowest calculation the number of foreigners relieved cannot be less than 20 to 25 per cent.

101 As it was not possible to ascertain with any approach to accuracy the number of immigrants, it was difficult to say accurately what was the number of deaths among them. But from what has been seen of these immigrant wanderers, it may be said that they came into our territories in such an

advanced stage of emaciation that it was impossible to save their lives even though every possible care was taken to do this. In many cases they lay on roads and if picked up in *doolis* they died before they could be taken to a village or to a poor-house.

Under these circumstances I am led to believe that the emaciated immigrants must have contributed to a great extent to the increase in the number of deaths. It is not possible to give the exact number of deaths among the foreigners, but their number may be taken to be half of the total mortality. Before deciding one way or the other we shall have to await the result of the census which is to be taken at no distant date.

102 During the continuance of famine, orphans were from time to time given to different orphanages, as it was not considered desirable to continue to feed them at Government expense when other agencies were willing and competent to take them off from Government hands.

The number of orphans sent up to August 1900 to the various orphanages is shown below —

Name of orphanage	No of orphans
Chabildas Orphanage . . .	16
Malupatram Rupiam . . .	47
Reverend Blau . . .	104
Mahajans' Home for destitute children at Surat	1

The orphans were given to the missionaries on the following conditions —

(1) To restore any children that may be given to them at the end of the famine to their lawful guardians if claimed by them.

(2) Otherwise to give them a decent start in life and meanwhile to feed, clothe and educate them suitably.

103 I have no suggestions to make. The classification as suggested in paragraph 527 of the Famine Code appears to me sufficient and serves the purpose well.

The only thing which to me appears to require consideration is that a large amount of the fund is received for object No. II, Relief of Orphans; but hardly any expenditure is made therein, for the orphans are handed over to some of the orphanages and sent to distant places. I think it would be beneficial to give out of the fund to any responsible body in the district which may come forward to maintain the orphans.

104 (a) Regular weekly returns were ordered and received from Railway authorities about the export and import of grain from and to the local

railway stations. The imports and exports by river and road were reported by the Mámlatdárs of the tálukas according to the instructions issued by me. The import and export by road and river were much less as compared with those by railway. This district even in ordinary years has no large balance of food-grains, and in times of failure of crops the people have to import large quantities of food-grains for consumption.

The statistics about imports and exports furnished by the Railway authorities and the Mámlatdár were mostly reliable.

107. Generally wages are given in cash, but sometimes the cultivator at the harvest season pays wages in grain. Of course the people would like to have cash instead of grain. As there was no great demand for labour there has been no rise in the wages though prices had gone high.

108. Some of the more important departures from the Famine Code I note below —

(a) Dole to school children in schools

The Code makes no provision for relieving the school children by dole in schools. Such a provision appears to me highly desirable, because these school children being unaccustomed to do the kind of work required of them on relief works are able to do only a nominal work. Their absence from school is detrimental to the cause of education in general. Their relief at school is, in my opinion, less costly than that on relief works.

(b) Dole to persons leaving works at the time of cholera.

When cholera breaks out on any relief works, the workers run away to their homes in fear of catching contagion. When it was found that numbers of them went home and had no means of maintenance there, it was directed that they should be kept on dole so long as the scare lasted.

(c) Dole to cultivators

At the approach of monsoon orders were issued that *bond fide* agriculturists and their families should be put on dole if they were found to be actually engaged in field work and to have no means of subsistence. Grant of dole to such persons appears to me to be absolutely necessary, for were they not so relieved there was reason to fear much land would have remained unsown.

(d) Ambulance system

To prevent starvation among the emaciated vagrants "*dooks*" were placed at central villages and they were sent round daily to pick up any fatigued and emaciated wanderers they might meet with.

(e) Cattle camp

During the last famine, when it was found that it was not possible for individual cultivators to procure fodder, a cattle camp was started in which

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were received the agricultural cattle of *bona fide* agriculturists. This mode of relief of cattle is, to my mind, highly beneficial, as it does away with the necessity of sending cattle to far off places for grazing.

(f) Special Civil Officers were made subordinate to the Public Works Department officers in charge of the works. The Code does not, in my opinion, allow of such subordination. I think Special Civil Officers should not be made subordinate to the Public Works Department.

(g) In delivery cases the women were given extra ration and an allowance for country medicine. Some such provision for these women appears necessary, as they require better nourishment and some medicine during the first ten days at least.

110 Non-official agency was employed chiefly for distribution of Charitable Funds to each and every taluka. Large amounts were advanced from the Indian Charitable Relief Fund. Local committees consisting of official and non-official members were formed for the management and distribution of the funds. A Central Committee was formed at Broach for the purpose of distributing the funds received. Besides the Central Committee, small committees were formed at Broach for distributing relief to Hindus and Mahomedans. I am glad that the work of all the committees was satisfactory.

At Broach a separate poor-house was managed by private agency and the management was in every way satisfactory.

Village Panch were appointed for giving the dole to the dole recipients of their village in their presence and for seeing that people of their village did not starve.

In towns private agency can be used for purposes above indicated and similar other purposes. In villages private agency is not available to any large extent.

111 (a) The system of payment by results was continued only on the test works and the Code system was introduced when those works were changed into regular relief works. No change in the system of work was subsequently introduced which could affect the number of people on the work or the death-rate.

(b) The task was increased in the middle of March when it was thought desirable to insist on a severe test as the number had gone very high. The increase in the task, I think, had no perceptible effect on the mortality, but this, combined with reduction of wages, reduced the numbers on works.

(c) The scale of wages was experimentally reduced in the middle of March on the works in the north of the Narbada, when the number on the works appeared to be rather too large for the population. The reduction had the effect of sending

away foreigners and others who could obtain better wages elsewhere and caused a considerable reduction in the number of workers. I believe it had no effect on the death-rate, which had already begun to increase abnormally from January. The reports received from the Medical Officers and Sub-Divisional Officers and my own observations, however, showed that under the reduced scale the condition of the people appeared to show signs of deterioration and Government were pleased to restore the Code scale of wages throughout the district from the 25th of April. The return to Code wages no doubt helped to improve the condition, but apparently had no effect on the death-rate. The number on the works rose to some extent after the wages were increased, but it did not rise at any time to where it stood before the reduction in the wages.

(d) A change in the system of fining was introduced about March 1900. Its effect on the number of works or the death-rate was not very perceptible.

(e) The enforcement of the tests of necessity did not appear to have any appreciable effect on the number or death-rate.

None of these changes led to any disorganization, but they tended to produce wandering to some extent.

112 Large relief works being at a distance from the residence of the majority of the works, the people are compelled to sever their connection with their villages and homes for some time, and thus no doubt tends to produce to a certain extent the consequences referred to. The head of the family has indeed a fond love for the children and dependants and supports the latter as long as he can, and loosening of moral ties commences with the failure of means to support them. Loosening of the moral ties may, in my opinion, take place both on a small or a large relief work, if those whose duty it is to feed others have no means of doing it.

To minimize the consequences referred to, the opening of small relief works would be useful, if objections to their opening on grounds of their costliness and those referred to in question 59 be overlooked.

G. D. PANSE,  
Collector.